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ABSTRACT

This report examines the legal and regulatory structure of basic education in Indonesia beginning in 1989, when Education Law Number 2 was enacted (from which all current regulations, policies, and procedures can be traced). In 1999, two key laws (Number 22 and Number 25) were passed that required the decentralization of many government functions. This paper examines the laws and their supporting executive pronouncements and makes recommendations related to improving the functions of a decentralized educational system. The five chapters focus on (1) "Overview of Regulatory Structure in Indonesia"; (2) "Laws Pertaining to Basic Education" (governance, organizational structure, management, and supervision; student personnel; program, curriculum, instruction, and resources; assessment, monitoring, and evaluation; educational personnel; community; educational finance; and other topics); (3) "Recent Legal Changes Impacting on Education"; (4) "Discussion and Recommendations" (governance, organizational structure, management, and supervision; student personnel; program, curriculum, instruction, and resources; assessment, monitoring, and evaluation; educational personnel; community; educational finance; and other topics); and (5) "Final Remarks." (SM)

**THE REGIONAL EDUCATIONAL DEVELOPMENT
AND IMPROVEMENT PROJECT
(REDIP)**

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**WORKING PAPER VIII:
THE REGULATORY STRUCTURE SUPPORTING BASIC EDUCATION
IN INDONESIA:
ANALYSIS COVERING 1989 TO PRESENT**

Prepared by
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Working Paper VIII
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Table of Contents

Table of Contents	i
Figures	ii
Selected Indonesian Terminology and Abbreviations	iii
Foreword	v
 I Overview of the Regulatory Structure in Indonesia	 1
II Laws Pertaining to Basic Education	6
2.1 Governance, Organizational Structure, Management and Supervision	6
2.2 Student Personnel	13
2.3 Program, Curriculum, Instruction and Resources	15
2.4 Assessment, Monitoring and Evaluation	17
2.5 Educational Personnel	19
2.6 Community	27
2.7 Educational Finance	30
2.8 Other Topics	34
III Recent Legal Changes Impacting on Education	36
IV Discussion and Recommendations	45
2.1 Governance, Organizational Structure, Management and Supervision	45
2.2 Student Personnel	52
2.3 Program, Curriculum, Instruction and Resources	53
2.4 Assessment and Evaluation	55
2.5 Educational Personnel	58
2.6 Community	61
2.7 Educational Finance	63
2.8 Other Topics	65
V Final Remarks	68

Figures

1	Legal and Regulatory Process	2
2	Summary of Laws, Rules, Regulations, and Decrees Supporting Primary and General Secondary Education	5
3	Arrangement of the Teaching Program in the Basic Education Curriculum	17
4	Credit Point Requirements	23
5	Semarang Kabupaten Organizational Structure	43
6	Organizational Structure of MOEC 1984	47
7	Organizational Structure of MONE 2000	48
8	Political Structure for Education	50

Selected Abbreviations and Indonesian Terminology

(Note that the Indonesian "c" is pronounced as "ch." All other letters are pronounced phonetically)

Indonesian	Abbreviation	English
Akta	A	Teaching certificate
Anggaran Pendapatan dan Belanja Negara	APBN	National budget
Badan Pembantu Penyelenggaraan Pendidikan	BP3	Parents/school association
Balai Penataran Guru	BPG	MONE provincial training center
Balai Pustaka		State owned publishing company
Balitbang		Department of Research and Development, MONE
Biro Pusat Statistik	BPS	MONE central bureau of statistics
Bupati		Head of district government
Catur Wulan	cawu	School year divided into trimesters
Daftar Isian Kegiatan	DIK	National development budget
Daftar Isian Proyek	DIP	National routine budget
Daftar Penilaian Pelaksanaan Pekerjaan	DP3	Civil servant work assessment
Dana Bantuan Operasional	DBO	School block grants
Dilengkapi		Amendments to existing laws
Evaluasi Belajar Tahap Akhir Nasional	EBTANAS	National end-of-level examination
Fakultas Keguruan dan Ilmu Pendidikan	FKIP	University faculty of education
Guru inti		Master teacher
Institut Keguruan dan Ilmu Pendidikan	IKIP	Teacher training college
Instruksi (presiden)	Inpres	Presidential instruction
Kelompok Kerja Kepala Sekolah	KKKS	Principals' working group
Keputusan (presiden, menteri)	kep (pres, men)	Decree (president or minister)
Lembaga Ketahanan Masyarakat Desa	LKMD	Village development council
Lembaga Musyawarah Desa	LMD	Village council
Madrasah Aliyah	MA	religious primary school
Madrasah Tsanawiyah	MTs	Religious junior secondary school
Musyawarah Guru Mata Pelajaran	MGMP	Teacher support program
Nilai EBTANAS Murni	NEM	Score on EBTANAS
Organisasi Siswa Intra Sekolah	OSIS	Student organization in schools
Paket A		Non-formal primary program

Paket B		Non-formal junior secondary program school or in non-formal
Pamong		Facilitating teacher in an open education
Pancasila		Indonesia 5-point state ideology
Pansus Struktur Organisasi, Tata Laksana	POT	Organizational Structure and Job Description Committee
Pedoman		Procedures for implementation guidelines
Pemantapan Kerja Guru (Sanggar)	PKG(S)	In-service teacher training (on-service) program
Pendidikan Keluar Sekolah Masyarakat	PKSM	Non-formal basic education national examination
Peraturan Pemerintah	PP	Rules and regulations of the Implementing ministry
Persatuan Guru Republik Indonesia	PGRI	Teachers' association
Pesantren		Residential religious school
Petunjuk pelaksanaan		A ministry's implementation guidelines
Pola		Example or model for Implementation guidelines
Pusat Kegiatan Belajar Masyarakat	PKBM	Community learning center
Pusat Pengembangan Penataran Guru	PPPG	MONE training center
Sekolah Inti		Supervising school for SLTP Terbuka
Sekolah Lanjutan Tingkat Pertama	SLTP	Junior secondary school
Sekolah Lanjutan Tingkat Pertama	SLTP Kecil	Small SLTP
Sekolah Pamong or SLTP Terbuka		Open junior secondary school
Sekolah Tinggi Keguruan dan Ilmu Pendidikan	STKIP	Private teacher training school
Struktur Organisasi, Tata Laksana Tim	SOTT	Organizational Structure and Job Description Team
Sumbangan Pembinaan Pendidikan	SPP	student education fees
Surat Tanda Tamat Belajar	STTB	Certificate of school completion
Trikora		Special award
Undang (undang undang)		Law (laws)
Universitas Terbuka	UT	Open University
Walikota		Head of city or urban government
Yayasan		Foundation

Foreword

One major problem with a document of this type is the rapidity by which much of the information becomes dated. Indonesia is making a rapid transition to a decentralized system of government which is having a profound impact on its national educational system. Many of the observations and conclusions found in this document may become moot in the near future. This, however, does not diminish some of the contents since content can provide an historical perspective at a critical time in Indonesia's development. Also, in the near term, over the next two years, much of what is contained herein can serve such bodies as the committee that will develop the new education act and the National Commission for Education. These two bodies were appointed in late 2000 by the Minister of National Education to review and make recommendations for changing the way education is conducted throughout Indonesia. This paper may serve, in some small way, by providing information to these bodies and others who are interested in improving the educational system of Indonesia.

The documentation source used in this study was the *Buku "PETUNJUK PELAKSANAAN SISTEM PENDIDIKAN NATIONAL"* beginning with the 1989 edition through to the most current edition of 1999. These were provided by the Legal and Public Relations Department of the National Ministry of Education. These volumes contain the laws and regulations for education. Interested parties may continue to follow the legal and regulatory changes by acquiring new editions through this department of the Ministry of National Education. Other ministries produce similar publications pertaining to laws and decrees affecting those ministries. Since they are available only in Bahasa Indonesian, the author relied on English translations provided by Diah and Steven Schmidt. This monumental task was completed on schedule and the author greatly appreciates their effort. Funding for translations and printing of this paper was provided by the Japanese International Cooperation Agency (JICA) through the Regional Educational Development and Improvement Project (REDIP) under contract to the International Development Center of Japan (IDCJ). This is one of eight working papers produced by IDCJ for the project. The REDIP project was housed within the Research and Development unit (balitbang) of MONE. The assistance of Dr. Boediono and Dr. Abbas Gozali is sincerely appreciated.

To more easily digest the large body of information, an analysis system needed to be constructed. This was done by first dividing the documents into logical subsectors of education – students, community, and financing for example. Second, laws and regulations were grouped separately from decrees and analyzed in chronological order from 1989 until the time of the decentralization acts. In the author's mind, this represents a key shift into a new era of education and treated as a separate chapter from the ten-year period between 1989 and 1998.

Once a new education law is prepared and enacted, some rules and regulations established during the ten year period between 1989 and 1998 are likely to be voided and replaced by an entirely new set of rules and regulations as specified in future decrees issued by the president, various ministers and director generals within MONE. This will be complicated further, however, by the fact that the decentralization law creates 361 (at the present count) district or kabupaten-level systems of education. Parliaments at this level are likely to create an additional series of by-laws and regulations to govern education within the borders of each district. This can be seen already in Central Java where 12 kabupaten have created district-level departments of education and have merged the former MONE offices (kandep and kancam offices) and reassigning former national civil servants as district-level employees.

This is an exciting time for education in Indonesia. By decentralizing education and creating 361 separate systems, the country is empowering individuals as well as social, political and economic organizations to participate on a greater scale in the educational process. This,

however, does not mean that MONE will cease to exist. Its role is likely to change dramatically, and how it defines this role will play an important part in ensuring equity across the 361 systems. It is hoped that this paper will provide a foundation of understanding for what has existed and what could exist under a new and potentially more relevant system of education.

I. Overview of the Regulatory Structure in Indonesia:

A nation's public sector operates from a basis in rule of law. In other words, laws establish the framework that allows government to operate by specifying what it can and cannot do. The enactment, implementation and revision of elements of this framework are specified in a government's constitution generally requiring the parliamentary branch to enact laws, government executives to carry out the laws, and the judiciary along with parliamentary and executive branches to revoke or revise existing laws.

There is a logical flow in this process that begins with the enactment of laws. Laws are specified in general terms making it all but impossible to implement effectively; therefore, one of the main functions of the executive branch of government is to develop rules, regulations, policies and procedures for implementing and monitoring the progress of such laws. Often, governments will issue new regulations for existing laws to further clarify or to take into account new developments. In some cases, new regulations or rules are in conflict with existing laws and their regulations, while in other cases specific procedures contain gaps that do not cover contingencies that are unanticipated. This can occur especially when several ministries are responsible for implementing a specific law.

The description above applies to Indonesia as it does to many other countries. What is unique about Indonesia at this time in history is that the entire government is shifting to a new system of decentralization requiring new laws, regulations, policies and procedures. The rapidity by which the enactment process is occurring is likely to create problems if a careful review of existing laws and their supporting documents is not conducted. In addition, a number of inconsistencies exist within the current legal structure. Before the system initiates too many changes, some of which may actually detract from the intent to decentralize, an analysis of the current legal structure for each ministry, including education, should be considered. No such comprehensive analysis has been conducted in recent years and the timing seems right.

The purpose of this paper is to examine the legal and regulatory structure of basic education in Indonesia beginning in 1989, a date that marks the current period for education. In 1989, Education Law Number 2 was enacted, and all current regulations, policies and procedures can be traced back to it. For some policies and procedures that can be tracked back to earlier laws, clarifications have been issued since 1989 to bring those laws in line with the new one. In 1999, two key laws, Number 22 and Number 25, were passed. These require the decentralization of many government functions including the financing of government operations and programs. It is anticipated that some of the early changes reflected in these laws will lead to conflict between current educational practices based on Law No. 2 of 1989 and anticipated changes in Laws No. 22 and No. 25 as well as subsequent laws that will be enacted. This paper will examine the laws and their supporting executive pronouncements so as to make recommendations related to improving the functions of a decentralized educational system. It is expected that such a list of recommendations will assist policy and planning personnel at various ministries at the national level (including ministries of national education, religious affairs, finance, home affairs, and national planning) as well as those at the provincial, district and subdistrict governments to better understand the new educational laws and what the next steps might be in implementing these laws. First, however, it is necessary to ensure that the reader has an understanding of the legal process in Indonesia. **Figure 1** below provides a conceptual understanding of the process of establishing laws and their supporting documents.

Theoretically, the laws of Indonesia are created and approved by parliament and signed or rejected by the president. The law is a general statement of intent assigning responsibility for implementation to specific governmental entities such as one or more ministries. During the Suharto period, such laws as Law No. 2 of 1989 creating the national educational system, were designed by the Ministry of Education and Culture under the direction of the president,

approved by parliament and signed by the president. Laws No. 22 and No. 25, by contrast, were enacted during the Habibie period and reflect greater participation by parliament in their design. Although untested, under the current President, Abdurrahman Wahid, it is likely that a complete democratic model will evolve as a result of a more completely representative government elected by the people and greater separation between the executive and parliamentary branches. Parliaments at the district level are likely to become more active in the legislative process and issue laws leading to new regulations pertaining to how districts will change how work is done.

Legal and Regulatory Process

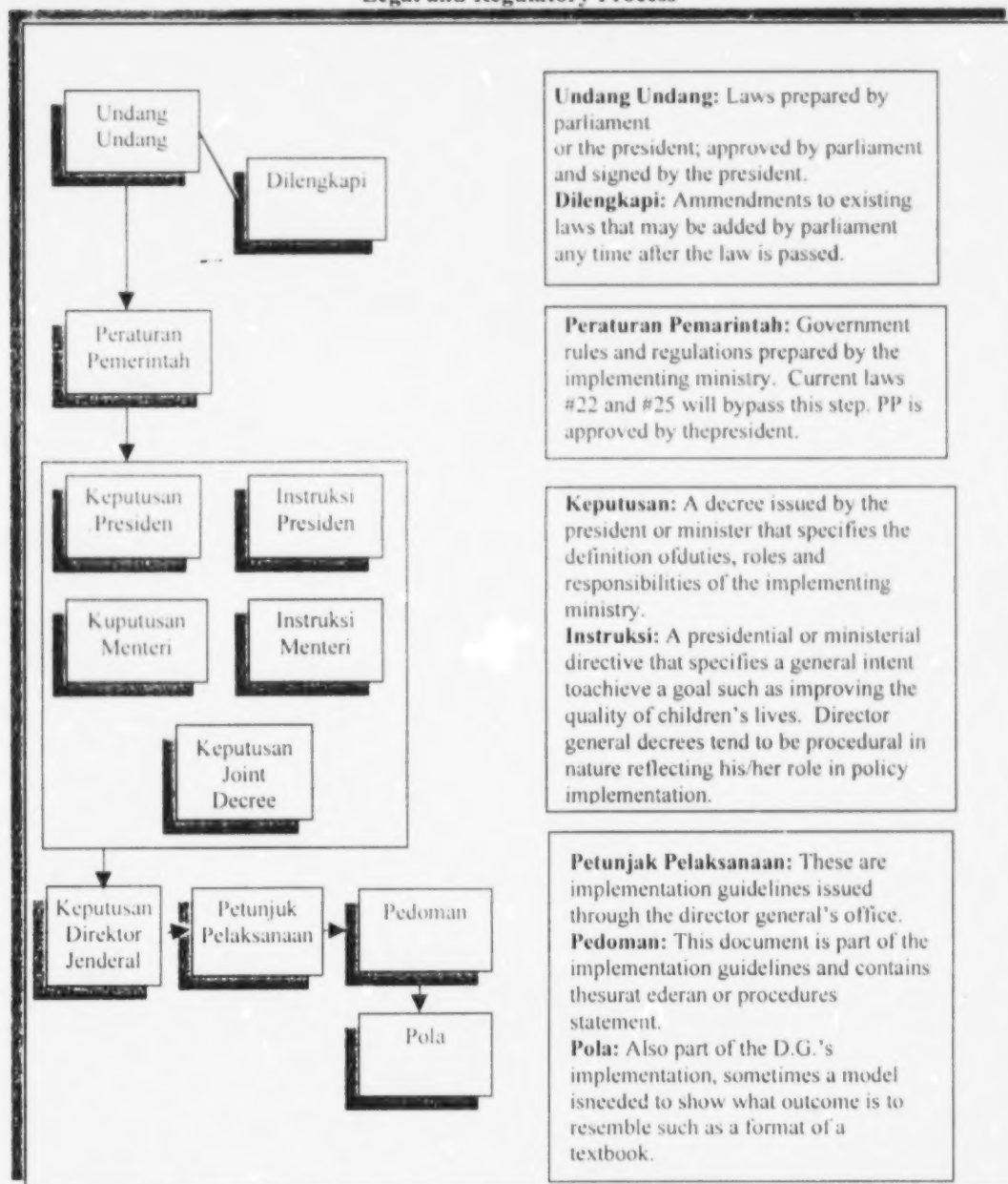


Figure 1

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The impact of this major change can be seen in the difference between the educational law of 1989 and the current legislation. Under the law of 1989, the content was very specific and ten peraturan pemerintah (PP) or government regulations were developed to specify implementation guidelines for subsectors of education such as preschool, primary, secondary and higher education. Ad hoc committees appointed from within MOEC and representing the different departments under which a particular PP was to be implemented developed the Ten PPs. In 1998 selected PP's were modified to define the language of instruction. PP No. 55 modified PP No. 28 dealing with primary education while PP No. 56 modified PP No. 29 dealing with secondary education.

Under the new laws No. 22 and No. 25 dealing with decentralization, parliament created changes that were interministerial in nature calling for each ministry to generate keputusan or decrees (kepmen) that provided the rules and regulations to support these two new laws. This in effect bypassed and thus eliminated the need to create peraturan pemerintah for the laws No. 22 and No. 25. A second difference was reflected in the more generalized nature of the laws. Each of the two laws of 1999 was much more general in nature allowing more creativity in their interpretation. This is positive from the perspective that more creative solutions may be sought when defining implementation, a process more flexible and adaptable to current needs than the more rigid laws of the past. It is also negative in the sense that without effective coordination, conflicts and discrepancies may result, creating serious confusion in interpretation of these laws. For this reason, the new State Ministry for Administrative Reform is to act as a coordinating body between and among the 28 ministries (kep pres No. 134/1999 redefines 13 ministries without portfolio and kep pres No. 136/1999 redefines 16 ministries with portfolio including redefining MOEC as MONE) responsible for implementing laws No. 22 and No. 25. Still, some confusion is imminent as reflected now in how the current administration is viewing the laws passed by the previous president. The Ministry of National Education (MONE) is the first to prepare and submit Kepmen No. 10 of 2000, which defines the new organization of MONE. Details pertaining to this decree may be found later.

Issuance of decrees and instructions are a necessary step in providing petunjuk pelaksanaan or implementation guidelines. The majority of these are issued at the ministerial level; however, the director general assigned implementation responsibility within each ministry issues more specific guidelines establishing implementation procedures that may include pedoman and pola documents. These documents provide specific examples of how a law is to be implemented. In fact, there are three levels of decrees within the executive branch of government - presidential, ministerial and director general. Where the presidential and ministerial decrees are more policy oriented and pertain to duties, roles, responsibilities and regulations, the director general decrees are more action oriented and explain how to implement the law through specific procedures that can take the form of the pedoman and pola.

As suggested, under the new president's regime, only 18 months in place at this writing, it is anticipated that the separation of the three branches of government will increase, creating a more effective system of checks and balances. The parliament has increased the number of elected representatives by reducing the number of appointed positions. In addition, provincial parliaments are expected to assume more authority while at the district level, new parliaments are being elected to act on behalf of their constituents. As this system evolves, it is expected that many new individuals will enter the process, bringing new ideas that will contribute to Indonesia's accelerated development. This development can be haphazard or coordinated depending on how government reacts within each branch and at each level to better coordinate its efforts. Within education, there are already some instances that reflect confusion and movement away from coordination and effective management. It is anticipated that the many new externally funded projects can help MONE in making a successful transition to decentralization. This paper is one means to provide a particular tool for decision-making.

This study has certain limitations. First, its focus is on basic education, excluding any attempt to analyze special education or non-general education topics such as vocational education. Second, the analysis is based on an examination of the documents with less regard as to how these legal documents are actually being implemented. For example, although classroom size is specified as a maximum of 40 students, almost all classroom enrollments approach 50 students. A separate analysis of implementation would be required to do justice to all aspects of the law, regulations and decrees, but an attempt will be made to provide some basic analysis pertaining to implementation. Third, since this analysis is conducted at a specific point in time, it is likely that recent change in laws that impact on education will result in a flurry of activity with regard to new decrees and implementation procedures. Some of these may eclipse analyses and recommendations made in this paper. Also, given the current, fluid political situation in Indonesia, government may make abrupt shifts. Some provinces are now rethinking their commitment to decentralization. Changes in the political landscape may render moot some of the current trends toward decentralization.

There is also one major delimiting factor. The source for all laws and decrees was the several volumes of *Buku "PETUNJUK PELAKSANAAN SISTEM PENDIDIKAN NATIONAL."* Director General decrees were included in the first two volumes. Subsequent volumes did not include such decrees. Therefore, from 1992 onward no director general decrees were analyzed. This means the analysis here does not include specific implementation procedures found in director general decrees.

Figure 2 shows the legal structure that supports basic education from 1989 to present. The following sections will analyze each level of the legal structure beginning with Law No. 2 of 1989. The law will be analyzed by examining subsectors of education such as student personnel, management and curriculum. The analysis of each subsector will then be conducted for appropriate PP's. Finally, each subsector will be analyzed in terms of the various kepres and kepmen issued. From the period of 1989 to present, more than 200 such decrees and instructions have been issued within the Ministry of Education. Many do not pertain to basic education and will not be analyzed. Those that will be examined appear in figure 2. A separate section has been prepared to analyze current decentralization legislation. It is anticipated that the dissonance created between the period of 1989 to 1999 and from 1999 to present will result in a number of inconsistencies or omissions. Therefore, the final part of this paper will contain a series of recommendations concerning the need for clarification, revision, or new decrees to support the decentralization effort while maintaining the integrity of the education law of 1989.

Regulatory Structure for Education in Indonesia

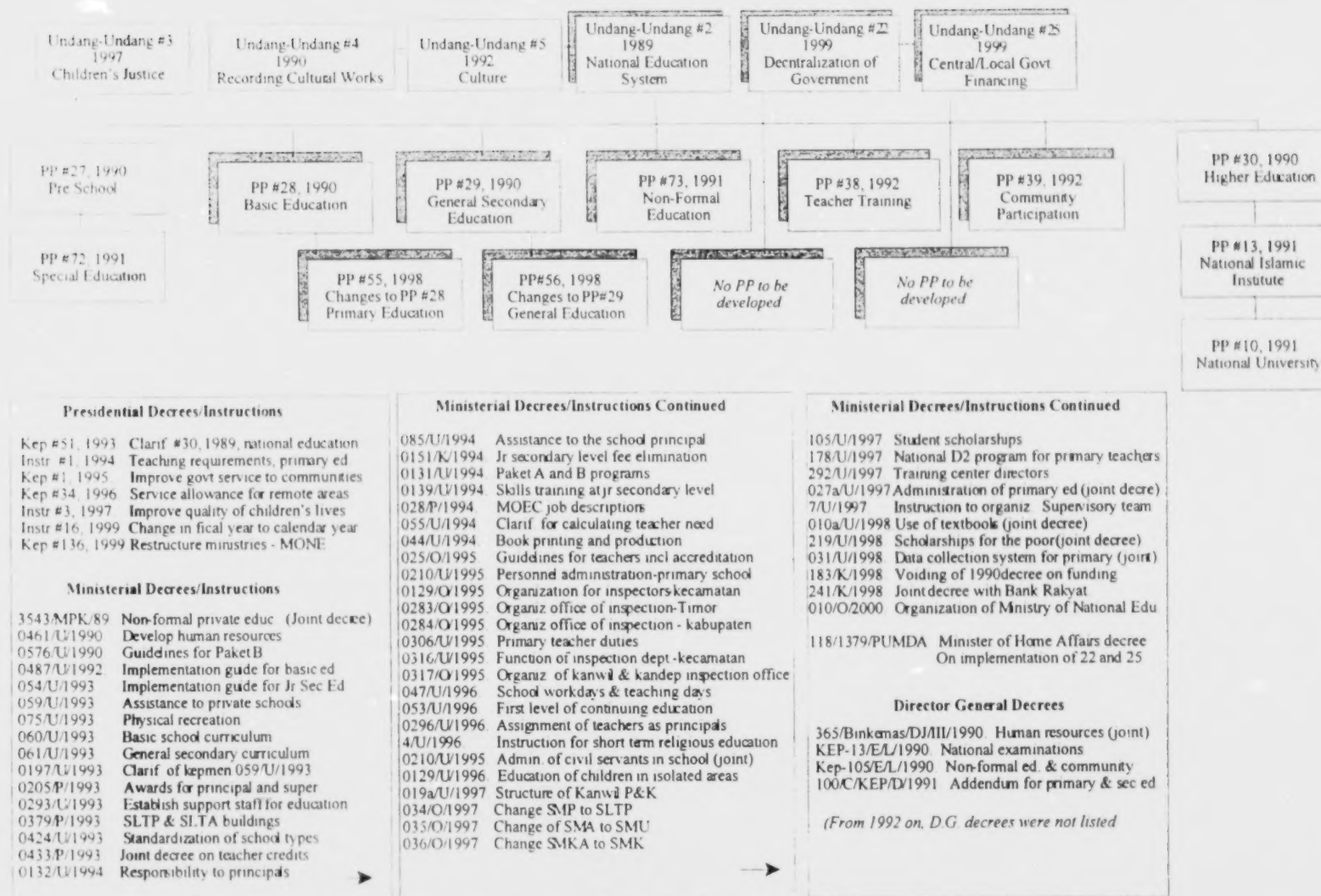


Figure 2

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II. Laws Pertaining to Basic Education

2.1 Governance, Organizational Structure, Management, and Supervision

2.1.1 The Law and PPs

Law No. 2 of 1989 was issued to consolidate the delivery of education and replaced or modified elements of Law No. 4 of 1950, Law No. 12 of 1954 and Law No. 19 of 1965. The Law has 10 objectives:

1. To be rooted in Pancasila and the Basic Law of 1945
2. To serve as an entity to assist in achieving national objectives
3. To cover formal and non-formal paths of learning
4. To organize three levels of education each divided into sublevels
5. To be three integrated components of curriculum, participants and professional staff
6. To organize centrally and implement in a decentralized manner
7. To be joint responsibility among family, community and schools
8. To apply to similar measurements for public and private education
9. To free communities are to organize schools
10. To allow participants to achieve based on their talents, intentions and objections

The law defines education in terms of paths, levels and types. Two paths of education are defined as formal and non-formal or education outside the school setting. Types of education are defined as general, vocational, special, official, religious, academic and professional. There are levels of education as defined by the law and include pre-school, basic starting at age six and include primary and junior secondary, secondary, and higher education. The definition for higher education includes a breakdown that involves academies, polytechnics, higher, universities and all involve either academic or professional education. The law establishes which type and level of degree can be awarded by which type of institution. Schools may be organized and managed by the Government (public) or by groups of individuals or communities (private).

Management of national education is vested in the Minister of Education, other ministers and leaders of non-departmental government institutions such as the teacher training colleges (IKIP). Foundations established for that purpose manage private education. The Government is to supervise both public and private education. The Minister of Education has overall control of the educational system and has the authority to take action against violators of Law No. 2.

A total of ten PP or government regulations were issued from 1990 to 1992 in support of Law No. 2 of 1989. Those pertaining to preschool, special education, secondary education, higher education, the National Islamic Institute, and the National University and not part of this discussion. The balance, basic education (primary and junior secondary), non-formal education, teacher training and community participation will be included in this analysis. PP No. 28 of 1990 for basic education builds on Article 13 of Law No. 2. It states that the mission of basic education is to develop basic capabilities of individuals, community members, and citizens so they can participate in society as well as prepare participants for secondary education. PP No. 28 specifically classifies schools as primary, special primary, junior secondary, special junior secondary, primary and junior secondary religious schools supervised by the Ministry of Religious Affairs (MORA). The Minister of Education manages these schools but delegates responsibility for management and supervision to the Minister of MORA for those schools directly assigned under that ministry.

To establish an educational unit, there must be 10 students, one teacher for each primary class or one teacher for each junior secondary subject with a maximum student/teacher ratio of 40 to 1. The ratio could be higher in unusual situations such as with distance education. The school must be based on the national curriculum; firm funding source; learning space; and required materials and equipment. In rural and isolated situations where these conditions might not be applicable, the regulation may be suspended.

Schools managed by the community or private schools are managed by a foundation or social institution while the Minister of MOEC oversees regulations for all public and private schools. To establish a public or private school, a formal request is made to MOEC or MORA depending upon the nature of the school (religious or non-religious). Either ministry will assess the request and approve or disapprove, the Minister of MORA taking into account regulations established by MOEC. Each school is to establish a Board of Educational Implementation and Assistance to ensure that the school complies with the Minister's regulations.

Procurement, utilization and development of professional staff, curriculum, textbooks, and educational equipment for schools for basic education is the responsibility of the Minister of MOEC. Procurement, building and repairs and provision for land for primary schools is the responsibility of the district level government through the Ministry of Home Affairs (MOHA) while for junior secondary education is the responsibility of MOEC. For private schools, all the above is the responsibility of the managing foundation. The Minister of MOEC transfers responsibility of the above to the Minister of MORA for religious schools. Overall supervision of all Government schools is the responsibility of the Minister of MOEC except for those transferred to the Minister of MORA or other ministries while their respective foundations supervise all private schools. School principals of Government-run schools report to MOEC and to MORA for Government religious schools. Principals of private schools report to their foundations. Principals of primary schools are accountable to the Bupati or district head that is responsible to MOHA for building and land maintenance, and repairs.

Supervision of basic education is the responsibility of the Minister of MOEC. This includes activities related to development, supervision, services, and quality improvement. The Minister organizes regulations for public and private non-religious education while the Minister of MORA is responsible for religious schools. The ministers authorize schools to test new ideas to improve education. Schools can have access to R&D specialists to conduct research and run trials to serve as models for improvement of the national system.

PP No.73 was issued in 1991 to cover regulations dealing with non-formal education. It defines participants as every community member that follows an educational path that is not part of formal education. Non-formal education has more freedom of adaptability than formal education, and can be adjusted to meet the needs of rapidly changing communities. Non-formal education is generally non-centralized so that communities can adapt to local needs. Non-formal education can serve as a bridge between formal education and the world of work. School graduates can use non-formal education to gain employable skills and knowledge. Some communities may use non-formal education as an opportunity for basic schooling where, previously, this has not been available. The regulation reiterates that the Government wishes to give a legal guarantee that there should be significant freedom at the community level to develop non-formal programs but to maintain order in education, the Government will regulate to protect communities from harm.

A learning group is defined as a unit consisting of a collection of community members who share teaching and learning experiences to increase their quality of life. The PP reiterates that the Minister of MOEC is responsible for management and administration of non-formal education. The purpose of non-formal education is defined as lifelong learning opportunities to increase the dignity and quality of life; to develop knowledge, skills and mental attitudes

leading to self-determination, increased work opportunities, or advancement to higher levels of education; and to meet the demands for education not fulfilled by formal education. Non-formal education can be classified as general, religious, occupational, official and vocational. Governments, boards or groups of individuals may take responsibility for implementation of non-formal programs; however, the community may not form educational programs for official education.

2.1.2 Decrees

In 1989, Joint Circular No. 3543/mpk/89 and No SE-06/MEN/1989 (ministries of education and manpower) was issued. The purpose was to better coordinate the registration of private community organizations providing non-formal education. This was in support of Presidential Decree No. 34 of 1972 and Presidential Instruction No. 15 of 1974. Any organization providing non-formal education programs needs only register with either ministry, not both. It is the responsibility of the two ministries to share information about the organizations through the provincial offices. Each provincial level office is to conduct an inventory of private courses and training in the non-formal sector at the end of every March and September and submitted to the First Secretary of team of Assessment and Determination of Position of Education and Training Institution (PPKLP).

To clarify how non-formal education was to be supervised; the Director General of that directorate issued No. Kep-105/E/L/1990. This replaced an earlier decree issued in 1977. One reason for the decree was to increase participation by the community. Further, the decree mentions apprenticeship as a form of non-formal education carried out by an institution or company willing to conduct such training while employed. The intended outcome of the decree is to foster knowledge, skills and attitudes. Courses are to be designed for basic education, functional and professional skills education, and entrepreneurship. Program supervisors are directed to ensure that objectives are related to community life; presentation methods are adjusted to the audience; enforce no age limit for enrollees or gender discrimination; enforce no limitation on size of enrolment; allowance for adjustment of the learning period; ensure no strict interpretation of qualification of facilitators; individuals, groups and institutions can conduct programs; programs delivered orally or in writing; and programs can apply to all levels of society.

Stakeholders are defined as course owner, organizer/manager, learning participant, learning facilitator, and community organization that gather stakeholders together. Supervisors are staff designated within the Directorate General (DirGen or DG) of Non Formal Education, Youth and Sports. The definitions cover a broad range laying the groundwork for a variety of non-formal programs that would include family welfare, health, recreation, general education and other categories. A separate regulation provides procedures for securing permission to organize and conduct programs. National examinations may apply to certain programs depending whether they are designed to secure a national certificate such as Paket A or Paket B. Programs for licenses are also covered under a separate regulation. Since programs are broad the method of assessment, monitoring and information management will vary. Owners must allow government officials to visit for purposes of monitoring. Certain assessments may be required if a certificate or license is involved. Owners may be required to provide data to satisfy government information management. Government may grant awards to communities to motivate them to implement non-formal education programs. Funding is to come from the community and government and covered under a separate decree.

In 1992, Ministerial Decree No. 0487/U/1992 was issued to provide greater clarity in management and implementation of primary education (years 1 through 6) supporting PP nos. 28, 72, 73, 38 and 39 (see figure 2). Similarly, Ministerial Decrees Nos. 0489/U/1992 and 054/U/1993 provided the same clarifications for general senior secondary education and junior

secondary education. These clarifications will be addressed under the following and appropriate headings. All are similar in their organization and clarifications. The senior secondary education decree will not be covered here.

In addition to its definition of public and private primary schools, the regulation adds the small primary school (*sekolah kecil*), a government school established in sparsely populated areas; the *Pamong* primary school or government school to provide services to school drop-outs and others who cannot regularly attend school; and, the integrated primary school or those schools operate programs for students with mental or physical disabilities as well as those not disabled. Besides the public and private, religious and non-religious junior secondary schools, no new types of schools are defined. Both the primary education decree and the junior secondary education decree specify the minister's management responsibilities for public education as the same (students, teachers, other personnel, curriculum, instruction, infrastructure, and school administration). In private schools the roles and responsibilities are split between the minister and the operating foundations at both levels of basic education. The minister's role is primarily one of establishing guidelines for management while the role of the foundation is implementation, including raising funds. It is likely an oversight but the junior secondary decree makes no mention of libraries while the primary education decree does.

The role of the principal is also delineated in both decrees. There are 11 responsibilities (although four and 11 are not included under the junior secondary decree and likely an oversight):

1. Arranging school work programs.
2. Regulating teaching-learning activities and guidance for instruction.
3. Arranging school income and expenditure plans.
4. Utilization of school library books.
5. Organizing students.
6. Implementation of guidance and instruction for teachers.
7. Organization of other educational personnel.
8. School administration.
9. Use and maintenance of facilities and infrastructure.
10. Promotion of good relations with environment, parents and community.
11. Reporting about the implementation of education.

The junior secondary education decree further analyzes the appointment and role of the vice principal. This role is in support of the principal's role, with each vice principal being assigned one or more of the sub-areas of school administration. Principals in public and private, primary and junior secondary schools have somewhat different reporting channels. All principals are responsible to the minister for the management of schools. Private school principals are responsible to both the minister and their foundations for school administration and implementation. All primary school principals are responsible to the governor of the province through district education head administrators for maintenance and repairs to buildings and land, utilization of educational facilities, and infrastructure. All specific implementation guidelines are defined as the responsibility of the Director General.

Presidential Decree No. 51 of 1993 was issued to increase the participation of the Advisory Board on National Education. It changes Decree No. 30 of 1989 (article four) by increasing the membership period from three to five years. The board consists of public figures, community members, and government officials and allows for the reappointment of members. The maximum membership of the Board is 20 persons.

Ministerial Decree No. 059/U/1993 provides guidelines for government's assistance to private schools. Control and supervision of such assistance may occur at several organizational levels. They are:

1. At the central level the DirGen or Director and the Inspectorate General
2. At the provincial level the head of the Provincial Office and Heads of related sections and divisions
3. At the district level the Head of the District Office and supervisors
4. At the sub-district level the Head of Sub-District office and the supervisors

Specific guidelines for assistance are explained in appropriate sections later.

A major development occurred with the issuance of Presidential Decree No. 1 of 1994 where compulsory education was extended to include the first nine years of education. The decree applies to formal and non-formal education as well as public and private education. The decree replaces those regulations that applied to six years of compulsory education otherwise applying the same conditions to the additional three years of junior secondary education. The instruction was effective on the day of issue, 15 April 1994.

Under Ministerial Decree No. 0129/O/1995, 25 second-level demonstration regions were created to conduct the inspection tasks of the kabupaten (district level) offices of MOEC (as defined under government regulation number 8 of 1995). Each second level or kecamatan (sub district level) office has a head, general affairs office, and a functional manpower staff responsible for inspection normally conducted by the inspection office of kabupaten. No explanation is offered as to why these locations were chosen and this is likely explained within regulation no. 8). Inspection is targeted to kindergarten, non-formal education and primary schools only.

Ministerial Decree No. 0283/O/1995 deals with the same 25 second level demonstration regions (the 26th being added to cover East Timor) and addresses the organization and work procedure of the inspection office at the kabupaten level whereas the previous decree discussed the kecamatan level organization. Coverage is expanded to include all levels from kindergarten through secondary and non-formal education. The kabupaten inspection office has the task of supervising and implementing education and culture affairs in the second level demonstration regions. The organization of the inspection office includes sub-divisions for administration, personnel, and finance. The three line departments are divided between basic education, secondary education and non-formal education, youth, sports and culture. Functional personnel are responsible for monitoring, assessment, control, guidance, and evaluation of program implementation at all levels of education. The standard reporting and supervision procedures apply.

Following on with the organization of the second level demonstration region, the Minister issued Decree No. 284/O/1995 covering organization and work procedure of the 26th kabupaten office located in East Timor. This decree is no longer valid by virtue of recent events.

In quick sequence Decrees Nos. 0316/O/1995 and 0317/O/95 were issued. The first provides additional explanation of the breakdown of the subsections on affairs and functional manpower at the kabupaten level of the inspection office the name was changed from Kandep to Kanin to connote responsibility for inspection only). The second closes the MOEC kabupaten level offices in the 25 locations where new second level inspection offices were created to replace them. The affairs subdivision takes on all supervision, implementation and control of curriculum implementation of special primary, junior and secondary schools not delegated to the kecamatan offices. Further, the kabupaten inspection office is still responsible for the same

duties for primary and non-formal education, youth, sports, physical fitness, recreation and culture. Specific tasks are delineated in the decree and include such activities as development of annual work plans, implementation of statistical formulation, and plans for acceptance of new students or a total of 19 separate tasks. A total of 103 tasks are identified for the sub-divisions of general affairs, administration, personnel, financial affairs, basic education section, secondary education, non-formal education, youth and sports, and functional manpower. Under chapter two, the decree outlines the 32 tasks of the kecamatan inspection office. The second decree closes 25 kabupaten offices and 326 kecamatan offices located in the 25 demonstration regions, which was to be completed by October 27, 1995.

In 1996, the Minister issued Decree No. 053/U/1996 to create the open junior secondary education school. Referring to all junior secondary education schools as Sekolah Lanjutan Tingkat Pertama or SLTP, the Open SLTP is part of a sekolah inti or supervising SLTP, a standard public school. A supervising teacher is a teacher at the supervising SLTP assigned to help students at the Open SLTP. Students are to learn independently or in groups, with guidance from a Pamong Teacher, assigned to provide guidance to students in the SLTP Terbuka or Open SLTP. The DG of Primary and Secondary Education is responsible for oversight of the Open SLTP and the head of the Open SLTP is the Head of the supervising SLTP. This model of schooling was designed to give opportunities to students who were unable to attend the formal SLTP program. The organization of the Open SLTP requires that students learn independently for 16 learning hours per week under the guidance of the pamong teacher. Supervising teachers are required to have 12 contact hours with students per week. This may be adjusted to local need.

Development policy is the responsibility of the Head of the Board of Research and Development at MOEC. This includes determining locations, outline of content, media, personnel, and assessment of results. To establish the Open SLTP there must be student demand, a public supervising SLTP willing to supervise, personnel that fulfill requirements for pamong and supervising teachers. Students may not exceed 18 years of age and have a primary education certificate. Students may move from the Open to a formal SLTP and the reverse is also possible. The school principal is responsible for planning, organizing, implementing and supervising the Open SLTP. The supervising teacher is responsible for formulating the annual programs according to subjects, implementing learning activities, and implementing the final assessments. The pamong teacher is responsible for implementing independent and group learning, guidance, and record keeping. Other staff may also have responsibilities including a librarian, laboratory assistant and learning resource technician. The curriculum is essentially the same as the formal school and classical teaching/learning processes are to be coupled with more independent and group learning. Assessments and tests are to be equivalent to the supervising SLTP and those who complete the program are given a Statement of Learning Completion or Surat Tanda Tamat Belajar (STTB). No mention is made of external testing as a requirement (the EBTANAS). Resources are to be provided by central and provincial government as with formal schools. Community may also participate in a similar manner as provided under formal schools (see separate sections that deal with community).

The joint decree issued in 1997 between the MOEC (No.027/U/1997) and the Ministry of Home Affairs states that the decree of 1983 dealing with administrative guidance of primary education was no longer suitable. The DirGen of Basic and Secondary Education and the DirGen of General Governance and Regional Autonomy will jointly provide guidance of primary education in order to improve quality. Guidance is to cover schools, teaching programs, student affairs, personnel affairs, finance, and equipment/goods. This is the extent of the decree and it is likely that preparation of specific regulations and procedures were to be left to the two DirGen offices.

Ministerial Decree No. 7/U/1997 defined a new organizational unit roughly translated as the Team of Organizational Supervision. Such units are to be established under the SecGen, Inspectorate General, DirGen, Board of R&D, various state higher education institutions, private university, regional offices of MOEC, and the publishing and printing company. The role of this team is to assist the leaders of work units to carry out organizational supervision. The teams are comprised of a head that is also head of the work unit; a secretary who is also the head of general or personnel affairs; and other members who are relevant officials. The number of members is determined by the head of the unit.

2.2 Student Personnel

2.2.1 The Law and PPs

Law No. 2 of 1989 provides certain rights and requires certain obligations of all students at all levels of education. Students are to receive treatment commensurate with abilities; allowed to attend school so long as they meet educational requirements; receive assistance such as scholarships if needed; if qualified, accepted in higher levels of education; receive assessment of learning results; allowed to complete programs earlier than the determined date; and receive special services if disabled. Students are required to bear educational implementation costs unless exempted by a valid regulation; comply with all regulations; respect school professionals; and participate in maintaining facilities. Educational participants are to have the opportunity to develop their capacity at any time in their lifetime.

Under PP No. 28, students starting primary education should be at least six years old. To be accepted at the junior secondary education level, students must have completed primary school or some form of equivalency. No new information pertaining to student rights and obligations appear under PP No. 28. Students are to receive guidance in order to develop self-awareness, to plan for the future, and to understand their environment. In basic education, guidance is provided by supervising teachers and the Minister of MOEC is responsible for the regulations.

Under PP No. 73 for non-formal education, anyone may become a participant with the general requirement that they are not enrolled in formal education. Rights of participants include: to learn independently; to receive protection from unfair treatment; to be assessed in terms of learning results; and, to switch to formal education once requirements are met. Obligations of participants include: to bear implementation costs except those identified as forgiven of fees; to comply with current regulations; to respect teaching staff; and, to participate in maintaining facilities, infrastructure and security.

2.2.2 Decrees

The Director General Decree No. 100/C/Kep/D/1991 replacing Decree No. 052/C/Kep/D82 addresses the issue of school uniforms. The decree states that uniforms help create a good and healthy school environment. Wearing uniforms is based on order and discipline leading to good behavior and proper attitude to main student image and the school's reputation. The decree covers types of uniforms for boys and girls with special uniforms for the flag ceremony. Parents are responsible for acquiring uniforms and paying for them. The school principal is responsible for decree implementation.

Ministerial Decrees No. 0487/U/1992 and No. 054/U/1993 clarify the PPs for primary and junior secondary education. Acceptance at each level is in accordance with valid rules. If school capacity is less than the number of applicants then schools must use a selection process. Acceptance is undertaken at the beginning of each academic year. Transfers from one school to another, from outside of Indonesia to an Indonesian school, or from non-formal to formal education must satisfy current and valid requirements. Every student has a right to receive religious education and specific regulations explain how this is to be achieved. A special instructor may be employed by the school; parents may provide this education at home; and students do not have to attend religious education classes when they are taught if it is a different religion to theirs. Students with special talents or advanced intelligence are entitled to assistance if parents do not have financial capacity. Schools may provide fast-tracking programs, special programs, and special educational programs for those who are qualified. Students are entitled to guidance so they may learn how to overcome obstacles and plan for the future.

The joint decree of 1996 was issued to address the basic educational needs of poor or invalid children and children living in remote areas. No. 0129/U/1996 is the MOEC coding for the decree. Four ministries are responsible for implementing this regulation. The Ministry of Social Affairs pools, channels and/or gives assistance of community social donations to these children as well as carry out social dissemination and guidance. The Ministry of Home Affairs implements general supervision. MOEFC and the Ministry of Religious Affairs implement data gathering on poor children, prepare proposals for getting assistance, implement educational programs, and carry out supervision of educational units. This is implemented at the provincial level. Social organizations appointed by the Minister of Social Affairs channel assistance. School heads that accept assistance must deliver periodic reports to MOSA. Monitoring and evaluation is conducted jointly or separately by each participating institution. Assistance may cover cost of education, facilities and/or transportation.

2.3 Program, Curriculum, Instruction and Resources

2.3.1 The Law and PPs

Under Law No. 2, procurement and utilization of educational resources is the combined responsibility of the Government, community and participating families. For textbooks, the Government prepares guidelines while schools may select which books they use. Either private publishers or the Government may publish textbooks. Either the Government or the community (for private schools) is responsible for providing learning resources.

Curriculum is defined by the law as the arrangement of learning and assessment materials to achieve the objectives of the respective levels of education in a framework that aids in the achievement of national objectives. The curriculum is to be based on valid national determination made by MOEC and adjusted according to the condition and environmental needs of educational units. Each level of education, whether formal or informal must contain Pancasila education, religious education, and citizenship education. In addition, all basic education must contain lessons and assessments for Indonesian language, reading and writing, mathematics, introduction to science and technology, geography, national and general history, handicrafts and art, physical and health education, drawing, and English. Schools may add curriculum of local interest so long as it does not reduce time spent on Government-specified curriculum.

PP no. 28 reiterates the curriculum content requirements with no additional information. Under PP no. 73 for non-formal education, the Minister of MOEC organizes curriculum. Specific implementation units may develop other curriculum not specified by the Minister providing it falls within the purview of the Law of 1989.

Learners who participate in Paket A (non-formal primary) and Paket B (non-formal junior secondary) programs may transfer into formal education once the program is successfully completed. In general, courses are conducted at three capability levels - basic, intermediate and advanced. Courses are to have a number of participants, teacher(s), curriculum and support equipment. The Minister of MOEC is responsible for general and vocational education; the Minister of MORA is responsible for religious education; the Minister of Manpower is responsible for occupational training; and specified ministers are responsible for official education and other vocational education programs. Besides those mentioned above other courses may include playgroups, child-care and similar educational units.

2.3.2. Decrees

Ministerial Decree No. 0576/U1990 endeavors to provide guidance related to compulsory programs under Paket B. Whereas Paket A provides non-formal education at the primary level, Paket B provides non-formal education at the junior secondary level of basic education. Paket B education is available to all those who have completed formal or non-formal primary education as determined by the formal examination system. This decree supports a series of decrees dating back to 1972 and Law No. 2 of 1989. Paket B programs may be conducted anywhere and offered to groups as well as individuals. The program is managed by the Director General of Non-formal Education under MOEC in cooperation with provincial governments, social boards, institutions and individuals. In addition to the ten compulsory academic areas, Paket B is to include skills education for employment in production or service fields. Programs are implemented by tutors and facilitators function to provide guidance and supervision to tutors. Some academic subjects have textbooks while others use implementation guides. Specific procedures involving appointment of tutors and facilitators are to be issued by the DirGen.

Also in 1990, the DirGen for Non-Formal Education issued a joint decree with the Ministry of Health (No.365/Binkesmas/DJ/III/1990 and No. Kep. 17/E/L/1990) focusing on health curriculum and instruction for non-formal education. It states that any health program implemented by the community is to be registered to have a permit issued by the head of the Kanwil. The decree implies that such training is skills related leading to graduates seeking employment in the health sector; therefore, graduates must register with the head of the provincial health office by attaching the certificate of National Examination earned through MOEC. If a community wishes to offer a health curriculum it needs to be developed jointly with MOEC and the Ministry of Health. Terminal examinations are to be conducted by an examination committee appointed by the two ministries. Future utilization and training of graduates who are employed in the health sector is the responsibility of the Ministry of Health while those that seek employment within the education sector are the responsibility of MOEC.

Ministerial Decrees No. 0487/U/1992 and No. 054/U/1993 provide some additional information on curriculum. Both decrees require the same 12 subjects to be taught while the junior secondary schools add a thirteenth, English language. Both levels of education may remove or add subjects and learning materials according to local needs. The DirGen provides additional guidelines and instructions. The religious schools at primary and junior secondary education levels must provide the same educational program as defined for non-religious counterparts.

Ministerial Decree No. 060/U/1993 was issued to define the curriculum component of the 1989 Law no. 2 and PP no. 28 on basic education. Implementation was to begin in school year 1994-95. Changes in the development of basic education are the responsibility of the Minister; content changes in curriculum are the responsibility of the Director General of Basic and Primary Education after hearing recommendations from the Chairman of the Education and Culture Research and Development Board; and local curriculum changes fall within the responsibility of the Head of the Provincial Office of Education and Culture. The primary education portion of basic education is to develop skills in reading, writing and mathematics. Junior secondary education is aimed toward students mastering the basics of science, knowledge, and technology as well as meeting local curriculum needs. Whether formal or non-formal, the same curriculum with some modifications is to be applied.

The decree reinforces the minimum subject content specified under Law No. 2 of 1989 and PP No. 28 of 1990. A subject is a collection of study materials, methods and teachings that introduce concepts, basic discussion, themes and values, combined into one discipline. The teaching program is organized by arranging the subjects, providing a timetable and distributing each class and educational unit. At this stage, the decree provides detailed explanations for each of ten subjects – Pancasila and Citizenship Education; Religious education; Bahasa Indonesia; Mathematics; Natural Science; Social Sciences/Studies; Handicrafts and Arts; Fitness and Health Education; English Language; and Local Content. Explanations are divided into primary and junior secondary and are general in nature so as to leave sufficient interpretation of content to the curriculum development unit. Of particular interest is the regulation dealing with local content. Content is determined by the Head of the District Office of Education and Culture with the agreement of the Provincial Head. Local content may be delivered using the local language and there is sufficient flexibility to choose appropriate educational programs so long as the program does not reduce the national requirements below a minimum level.

2.4 Assessment, Monitoring and Evaluation

2.4.1 The Law and PPs

Law No. 2 of 1989 states that Government is to conduct assessment related to the curriculum, staff, facilities and infrastructure on a periodic and sustained basis. Assessment of schools is to be done periodically. This type of assessment is used to determine school accreditation. Curriculum assessment is to determine suitability. Assessment of students is to be used to determine achievement of students. This assessment should be based on the national curriculum. National externally administered examinations are to be used to determine if students have fulfilled learning requirements that are valid by Government standards as well as to be used to determine the quality of educational results.

PP no. 28, Article 18 reiterates the purposes of assessment and it defines it as a mechanism to get information about the teaching-learning process and to achieve basic educational objectives within the framework of development and supervision, as well as for determination of accreditation of the educational units. The four types of assessments outlined are:

1. Learning activities and progress of the students: Assessment of learning results leads to the issuance of the Learning Completion Certificate or Surat Tanda Tamat Belajar (STTB).
2. Curriculum implementation: The purpose of this assessment is to determine the suitability to the objectives of education and development.
3. Teachers and other professional staff: The purpose is to determine professional ability. The results of the assessment are to be used for supervision and development of teachers and other professional staff, curriculum improvement and management of teachers and other professional education programs.
4. The educational unit as an entity: The purpose of this assessment is to understand what and how the schools operate in implement educational activities. Functions to be assessed include the institution, curriculum, students, professional staff/teachers, facilities/infrastructure, general conditions administration. The results are to be used for accreditation.

Teachers are to conduct student assessments and to some degree assess the curriculum. School principals are to assess curriculum, teachers, other staff, facilities and infrastructure. Supervisors are to assess educational activities within their fields of responsibility. Other unspecified professionals are to assess other educational activities. Structural and functional officials are to assess educational planning and implementation related to development and supervision of basic education. Ministers of MOEC and MORA are responsible for implementation of assessment regulations for their schools; however, they are to coordinate assessment with each other.

Under PP No. 73, those non-formal programs that have been legalized by the Government must assess participants for the purpose of graduation or awarding a certificate as determined by each ministry responsible for the particular program but coordinated through the Minister of MOEC.

2.4.2 Decrees

Explained earlier (Ministerial Decree No. 0576/U1990), Paket B is the junior secondary non-formal compulsory program and requires formal assessment of learning. Continuous self-assessment is done by students completing all exercises in books and checking their answers. For work skills, students practice skills and are to compare them to results by experts. A formal summative examination must be passed with a score between six and ten for every subject stated in the certificate. The examination may be taken in multiple sittings or all at once. Those

who pass all subjects are awarded a certificate equivalent to a Junior Secondary Education qualification. For subjects that have no books (religion, arts, and physical education) a Statement of Competency is to be issued.

The DirGen of Non-Formal Education issued decree No. Kep-13/E/L/1990 on March 5th to provide general guidance for implementation of national examinations to be conducted by the community for non-formal education (referred to as the PKSM). This decree replaces the DirGen decree of July 26, 1989 (Kep-51/E/L/1989) and supports Law No. 2 of 1989 as well as a number of presidential, ministerial and DirGen decrees from 1974 to 1989. The decree is highly detailed and will be summarized here. The PKSM may be applied to nine curricular topics – household affairs, health, sports, agriculture, arts, handicrafts and industry, technical and innovation, services, and special. Each examination may measure from one level (skilled) through five levels (basic one, basic two, skilled one, skilled two, competent). Scheduling of the PKSM is arranged through a separate regulation.

Ministerial Decrees 0487/U/1992 and 054/U/1993 reinforce the need for evaluation of student studies, curriculum implementation, teachers, other personnel, schools as educational units within the framework of organization, development and accreditation. Evaluation is to cover administration, institutionalization, personnel, curriculum, students, facilities, and infrastructure as well as the general condition of basic education.

A section on student assessment is provided under the Ministerial Decree No. 060/U/1993 dealing with basic education curriculum. It states that assessments of study results are to be administered at the end of each term cawu and planned by the Provincial Office of Education. Also at the completion of six years of primary education and three years of junior secondary education a final assessment of all subjects is to be made. The assessment is to measure the progress of students at the end of each phase of basic education. Also an assessment of study results based on nationally defined measures can be undertaken from time to time to obtain information about the quality of results of basic education.

Assessment of principals is covered under Ministerial Decree No. 0296/U/1996. School supervisors are responsible for assessing principals periodically. The Director General determines instruments, success indicators and assessment criteria. Results of the assessment are delivered to the Governor in the case of primary schools, to the DirGen in the case of general and vocational schools, and to the head of the provincial office of MOEC for all other schools.

**Arrangement of the Teaching Program in the Basic Education Curriculum
(Primary & Junior Secondary Schools)**

Level & Class Subject	Primary School						Junior Secondary School		
	I	II	III	IV	V	VI	I	II	III
1. Pancasila & Citizenship Education	2	2	2	2	2	2	2	2	2
2. Religious Education	2	2	2	2	2	2	2	2	2
3. Bahasa Indonesia	10	10	10	8	8	8	6	6	6
4. Mathematics	10	10	10	8	8	8	6	6	6
5. Natural Sciences	-	-	3	6	6	6	6	6	6
6. Social Sciences	-	-	3	5	5	5	6	6	6
7. Handicrafts & Art	2	2	2	2	2	2	2	2	2
8. Health & Fitness Education	2	2	2	2	2	2	2	2	2
9. English Language	-	-	-	-	-	-	4	4	4
10. Local Content (a number of subjects)	2	2	4	5	7	7	6	6	6
Total	30	30	38	40	42	42	42	42	42

Figure 3

The totals represent the number of lessons to be taught. In primary years I and II, a lesson is meant to be 30 minutes. The balance of primary education requires lessons to last 40 minutes. Junior secondary education lessons are to last 45 minutes. The decree also encourages extra curricular activities such as scouts, school health, sports, Red Cross, art and other activities run outside the normal schedule shown above (established as part of the OSIS program managed by students and with the purpose of providing real world experience for students in areas such as Red Cross, civics, sports, and others).

The school year is divided into three periods called terms (*caturwulan* or the shortened version the *cawu*). The academic year lasts 240 study days. At the primary level classroom teachers teach all subjects except religion, and fitness and health. There is particular emphasis on placing experienced teachers in years I, II and III. All junior secondary level teachers are subject specialists. Students are grouped mainly based on age with some consideration given to abilities. Lessons are taught to the group by the classroom or subject teacher. The decree states that teaching/learning activities should develop psychological and physical capabilities, and the capacity to interact socially. Students need to have access to support facilities such as libraries, teaching aids, community and resource people and the natural environment and culture. Additional programs may be offered outside the normal schedule with agreement from the provincial office of education. The purpose of such programs may be to improve on academic performance or those who need additional skills to enter the labor force. Career and academic guidance programs are to be offered at each school. Curriculum is to be in a continual state of improvement at the national and provincial levels.

Ministerial Decree No. 075/U/1993 was issued to cover the topic of physical education and recreation. This topic falls within the responsibility of the Minister of Education with technical matters being handled by the Director General of Non-Formal Education, Youth and Sports. The scope of the decree covers socialization and cultivation of physical recreation through such activities as physical education, health and nutrition education, and recreational education; increase of the physical fitness of society through guidance and instruction; and procurement of facilities and infrastructure including educational, exercise, and R&D tools. Managers are specified as the heads of education department at the provincial, district and sub-district levels. The objective of the decree is to increase the quality of human resources so that they have the capability to support work productivity gains and national endurance. The decree covers all levels of formal and non-formal education, education personnel, managers of physical education, and community members.

Ministerial Decree No. 0131/U/1994 was issued to further clarify implementation of Paket A and Paket B programs, especially in light of the decree to expand compulsory education through year nine as covered by both Paket A and B. While Paket A is to provide basic skills for continuing to junior secondary education, Paket B is to build and expand on the learning within basic education leading to employment. The decree specifies that children should be separated within each Paket so that older children are taught separately from those at the appropriate age. Organizers of these programs, whether community or government, must make application to the head of the district through the sub district level P&K office. The applicant must meet conditions reflecting students, facilitator, venue, materials and equipment. The district may accept or reject the application.

Both students and educational personnel have the same rights and obligations as those specified for formal programs already described. While Paket A curriculum covers a minimum of 11 subjects, Paket B covers a minimum of 13 subjects. The core subjects at both levels are the same as in formal education. Instruction is carried out implementing in modules using materials developed specifically for non-formal education. The Board of Research and Development has the responsibility of preparing the questions for final assessments and conducted twice yearly. Certificates are awarded to those who pass the final examination and are equivalent to those issues in the formal programs. The government, communities, families and students are jointly involved in procurement and utilization of resources and include funds, equipment, facilities, and leadership. Community is specifically mentioned as a participant in all aspects of the delivery process. The Director General for Non Formal Education, Youth and Sports is responsible for organization of Paket A and B programs.

The purpose of Ministerial Decree No. 0139/U/1994 is to increase the relevance of junior secondary education by introducing skills education programs for construction, automotive, metal work, electrical skills, agriculture, handicraft, tourism, and marketing programs. This supports the earlier decree no. 060/U/1993. It also addresses foundation program development. While the overall skills program categories are determined at the national level by the Minister, the Head of the provincial MOEC office adapts and selects programs to fit local needs. Programs are to be continually updated to adapt to changing needs. There are nine foundation programs determined by the national Government while skills development is classified as the tenth. These are commonly known as local content courses. Local content is to comprise 6 hours of the 42-hour classroom week. Local content may be increased so that a program might have a 14-hour local content and 36 hour foundation program totaling 50 hours. Skills programs may be implemented in schools, in the community or a combination of both.

Ministerial Decree No. 0306/U/1995 provides details relating to compulsory basic education. It was established for citizens aged 7 to 15 and applies to formal and non-formal education, MOEC and MORA schools. Specific regulations for religious schools are handled by MORA

with review by MOEC. The MOEC offices at the provincial, district and sub-district levels are responsible for implementation. These four levels of MOEC are responsible for:

1. Collection of data and maps of schools/study groups/courses.
2. Procurement of land and/or buildings for junior secondary education.
3. Procurement of textbooks/modules and other reading books for small primary schools and open junior secondary education.
4. Procurement of educational equipment.
5. Procurement of teachers and other educational personnel.
6. Curriculum implementation.
7. Institutionalization.
8. Dissemination and publication.
9. Increasing community participation.

The Government is responsible for funding in public education and the community in private education. The Government may provide funding assistance to private education in accordance with regulations. There are to be educational costs to students in public education and partly exempted in private schools.

The instruction No. 4/U/1996 issued by the Minister was in response to the President's desire to increase the development of religious and moral attitudes in students. The decree establishes the Express Pesantren for basic and secondary education level students during long school vacation breaks. Although directed toward Islamic instruction, other religions are encouraged to establish such residential programs. Community institutions and parents are to cooperate in funding such programs. Implementation reporting is to the Governor.

Instruction No. 3 of 1997 issued by the President was designed to improve the quality of life for children. Involving the Ministries of People's Welfare, Home Affairs, Religious Affairs, Health, Social Affairs, Education and Culture, as well as the State Minister of Population, governors, and heads of first level regions, mayors, and heads of second level regions, the instruction was framed under implementation of the Second Long Term Development Plan. MOEC was to compose programs that were related to the implementation of compulsory nine-year basic education, reading motivation, and learning for the cultivation of scientific and technological perspectives.

To ensure that all public and private schools through general secondary education have sufficient textbooks for the main subjects, the Minister issued Decree No. 010a/U/1998. Eventually textbooks are to be developed for all subjects. Books are to be lent at no charge to students. Students must take care of the books. Teachers are to use these books, which have been designed with the national curriculum in mind, in delivering subject material. The national final learning evaluation (EBTANAS) is also to be based on the textbooks. Schools may use supplementary materials to deepen the curriculum. They are to be selected from a list prepared by the DirGen. School personnel are prevented from forcing students to buy these books. Also, they may not replace the main books for a minimum of five years unless decided by the ministry. Supplementary books are to be used for a minimum of eight years. The Inspector General is to supervise and monitor the use of textbooks. Personnel in violation of this decree may be downgraded on their List of Work Implementation Assessment. For private schools violation may result in termination of assistance.

2.5 Educational Personnel

2.5.1 The Law and PPs

Law No. 2 of 1989 describes professional educator functions as teaching, training, research and development, management, and technical services. This includes such positions as school managers, inspectors, supervisors, librarians, laboratory assistants, and learning resource technicians as well as teachers, trainers and researchers. Teaching staff for basic and secondary education receives pre-service training through educational institutes (IKIP) where they are certified to teach.

Professional staff have certain rights and obligations: they are civil servants entitled to the same benefits as other civil servants; Government may provide additional allowances; professionals working at private schools receive salary and benefits by governing body of that school; they are entitled to obtain career development experiences based on achievement as professionals; they receive legal protection to carry out duties; they may receive other recognition for their work; they will be provided a proper work place; they are required to show loyalty toward the ideology of Pancasila and the Basic Law of 1945; they are to show respect to the national culture; their work must reflect full commitment and devotion to duty; they must increase capabilities in line with development of new technologies in education; and they are to maintain a good reputation commensurate with the trust given by community and the nation.

PP no. 38 of 1992 provides the regulations to support Law No. 2 of 1989 with respect to educational personnel. The PP covers all levels of education from preschool through higher education. Educational personnel serve both formal and non-formal educational needs. The hierarchy for teachers within a school is determined by their level of authority and responsibility within teaching. Non-teaching staff hierarchy is based on regulations established within each job field. Basic education teachers are to be certified by teacher training institutions; however, the Minister or other specified managers determine alternatives to this form of certification. Certification is not required for teachers in non-formal programs, but rather determined by ministerial regulation, which also determines authority for non-teaching personnel.

Recruited teachers are supposed to be physically and mentally healthy, having strong personality traits, with faith and devotion and a strong belief in the principles of Pancasila. While the Ministers of MOEC and MORA are responsible for recruitment in public education, foundations recruit teachers for private schools. The Government may assign teacher/civil servants to private schools. For religious schools, teachers are supposed to share the same religion as the school. Primary teachers are to be qualified as classroom teachers while junior secondary teachers are to be qualified in their subject. Recruitment requirements for non-formal educators are prepared by the ministers of MOEC and MORA.

School level managers, supervisors and inspectors are selected from among teaching staff. Librarians, laboratory assistants and learning resources technicians are to be selected from those who have been specially trained for those fields. Selection of such staff is done by the ministers of MOEC and MORA, and they are to maintain a balance between placement and school needs as well as valid and current civil service regulations. This is to prevent an oversupply of educators in one school while another school is understaffed. Private schools may receive assistance from ministers by having civil servants seconded to their institutions. Assignments and transfers from one institution to another are to be made in writing to personnel and follow current regulations. Non-civil servants may be transferred by arrangement between school managers. Dismissal may result from retirement, personal request, death, or as a consequence of occupational discipline or criminal proceedings and is conducted at the school level and follow current regulations.

Promotion and rank of personnel are based on achievement at work and other professional development activities that lead to improved performance on the job. Government regulations determine how this is applied for civil servants while managers of private schools may determine promotion regulations for them. Professional development of all staff is the responsibility of heads of educational units. Managers of the national educational system are responsible for policies related to professional development. Staff are responsible to seek out development opportunities. Universities are responsible for updating and maintaining programs to assist educators in professional development.

As civil servants, educators are entitled to salary, allowances and/or pensions, and health services as stated in current regulations. In private schools allowances are stipulated in contracts between educators and foundations as specified in their written regulations. Educators may work outside of their assignments to generate additional income so long as this does not conflict with their educational assignments.

Job titles for professional staff in primary schools include school principal, class teacher, subject teacher, and trainer. In junior secondary schools job titles include school principal, deputy school principal, class guardian, subject teacher, supervisor, librarian, laboratory assistant, study field coordinator, and learning source technician. Appointment to any of these positions is based on career history and professional achievements. Awards such as promotion, services awards, and other types may be based on dedication, loyalty to an institution, services to the country, extra-ordinary work or killed in the line of duty and could take the form of certificates, trophies, stars, badges, cash and other forms.

Educators in formal and non-formal education settings are provided legal protection. This includes a feeling of security during implementation of duties, protection from dangerous situations, protection from dismissal based on a one-sided view (interpreted to mean substantive due process) and provision for social welfare that is suitable for demands of duties performed. Education professionals may form professional associations as a way to improve and develop career, capabilities, professional authority, dignity, and welfare but must confirm to current Government regulations.

Under PP No. 73 dealing with non-formal education, professional staff include teachers, unit managers, inspectors, researchers and developers; librarians, laboratory assistants, learning resource technicians and examiners. Teaching staff for non-formal education may or may not need qualifications as determined by the Minister. Those that are required to have specific qualifications and do not possess those qualifications, must enroll in institutions that provide the appropriate training.

2.5.2 Decrees

In 1990, the Minister issued Decree No. 0461/U1990 the purpose of which was to create a coordinating forum for handling the system of procurement and development of teaching personnel. The decree supports Law No. 2 of 1989 and a series of presidential and ministerial decrees issued from 1974 through 1989. The decree is aimed at improving the quality of teachers by focusing on student selection at universities based on regional demands (pre-service education); implementation of pre-occupational education, including field experience programs; provision of scholarships according to need and capability; appointment, placement, and assignment of graduates; and staff development (in-service training). This effort creates a policy group from which various policy implementation forums may be created. The MOEC Secretary general coordinates the forums while the Director General of Primary and Secondary Education and the Director General of Higher Education coordinate forums responsible for policy implementation. Meetings are to be held every three months, and the SecGen has the

authority to form working groups after receiving suggestions from the coordinating forum. Funding is provided from the DIP budget of MOEC.

Ministerial Decree No. 059/U/1993 deals with guidelines for four kinds of assistance to private schools. The decree makes provision for the assignment of teachers, principals and other civil servants to private schools. The decree also stipulates how these civil servants are to receive professional development while assigned to private schools. Development of personnel should cover, minimally: 1. mental ideology, 2. insights into duties as part of the national system, 3. insights into educational services by and to the community, and 4. the increase of professional capabilities. The SecGen is responsible to undertake development of the first two categories mentioned. The private schools are responsible for providing development activities related to the latter two topics. In terms of wage payments, the district departmental office is responsible while for isolated schools the sub-district office is responsible. Evaluation of teachers is done by the principal whether a civil servant or privately employed by the school operator.

One incentive mechanism was established with Ministerial Decree No. 0205/P/1993. The purpose was to provide the regulation for granting awards to teachers and inspectors. The cash award is rupiah 180,000 and those qualified to be nominated must be Indonesian citizens; not received the award before; at least 15 years working experience; demonstrated achievement outside core responsibilities; never disciplined; and received a good score for each category of the Daftar Penilaian Pelaksanaan Pekerjaan (DP3) or work assessment. Annexes of the decree contain the forms used to conduct the assessment for the award. Heads of the education office at the kecamatan level propose grants for kindergarten and primary teachers and inspectors while heads of the education office of the kabupaten/kotamadya nominate junior and senior teachers. Heads of the provincial offices or their appointees conduct the evaluation. Determination of the award is based on rankings by score on all components of the evaluation. Funding for the awards comes from the Personnel Division of the provincial offices.

Also in 1993, Joint Decree Number 0433/P/1993 (with No. 25 Tahun 1993 being issued by the Head of State Personnel Administration) addressed teacher promotion. The joint decree is in support of the Minister for Utilization of State Apparatus No. 84, 1993. The decree focuses on classroom, subject and practical teachers, supervising teachers, and guidance and counseling personnel. Promotion is based on accumulated credit points that are evaluated once the teacher is nominated for promotion. Appendices I through IV contain the formulae and forms needed to calculate and evaluate credits. There are two promotion periods – April and October. An evaluation team comprised of more than 50 percent teachers determines credit points using the form in appendix III. Copies are sent to the Chairman of the State Personnel Administration Board, the Deputy of Personnel Transfers, and respective Chairmen of the Provincial State Personnel Administration Board. Teachers may receive credits for exemplary awards received; standard work achievement; special and standard work achievement. The evaluation team criteria are specified in the decree. A secretariat is to be established to serve the team. A technical evaluation team of experts and leaders in their field may also be formed so that suggestions may be given to the team conducting the evaluation.

The decree distinguishes between rank and position promotion. The head of the Board of State Personnel determines rank while the appropriate ministry determines position. The President determines rank promotions to supervisor level category IVb up to Supreme Supervisor IVe. The decree continues to provide highly detailed and technical information pertaining to procedures for promotions; appointment and temporary release from the teacher position; and reappointment to teacher position. It is not necessary for the purpose of this paper to provide an analysis at this time.

In order to introduce objectivity into a civil servant career system, the Minister (Decree No. 028/P/1994) created the Board of Consideration within MOEC. Although a single board,

representation was made within each directorate general, secretariat general and inspectorate general structure; regional offices, one representing higher education institutions, one in KOPERTIS, within MOEC and one in the R&D Board, and all within the division of general administration. Each Board of Consideration gives recommendations and suggestions for promotion within its scope of the organizational structure. Whereas the directorates, for example, deal only with echelon II and IV, employees, others deal with one or more levels from echelon II to IV. Each board structure has a chairman, deputy, secretary and members. The Board requests information; assesses candidates; submits at least two candidates for a position, and makes its recommendation. Meetings are called every time a proposal for promotion is received. The head of the particular organizational structure reviews and determines the appointment. Criteria used in assessment include the DP3 or job assessments, education, experience, and knowledge and skills. A separate regulation explains this process in more detail.

Ministerial Decree No. 055/U/1994 amends the decree (articles 6, 7, 8, and 9 of No. 0386/0/1989) on guidelines for calculating teacher needs for schooling under MOEC. Article 6 deals with junior secondary education. Schools where teachers are assigned should be comprised of at least a principal, deputy principal, and at least one teacher per subject and one for counseling. Articles 7 and 8 deal with general and vocational senior secondary education. Article 9 states that if a school teaches more than one religion then the number of teachers needed should be in accordance with specified requirements.

Decree No. 085/U/1994 supports and further clarifies 18 different decrees dating back to 1974. This important regulation explains the policy on appointment and dismissal of school principals. The decree covers all levels of education and government schools from kindergarten through secondary education. The regulation pertains to civil servants and covers both general and special requirements. General requirements include faith in god; actively teaching; maximum of 52 years of age; DP3 assessment level; healthy; and eight other general regulations. Specific requirements pertain to the type of school such as requirements for kindergarten, special school or primary education. School principals are appointed for a period of four years with the possibility of another four-year extension. They may serve again for a third period but only after a break of one four year period.

Identification of vacancies is different depending on the level of education. For primary education, the responsibility falls to the head of the kabupaten/kotamadya office of MOEC in the district who gathers information about vacancies and notifies the provincial office of MOEC. When a complete list is compiled it is passed to the Governor with copies to the SecGen, DirGen, and Inspectorate general. For kindergarten, special primary, experimental and junior secondary schools, the head of the kecamatan office of MOEC collects vacancy information and passes it to the District level, aggregated and passed to the provincial level. The head of the provincial offices passes the vacancy list to the minister. For all other schools, the school supervisor passes an identified vacancy to the head of the district, and then the aggregated list is passed to the provincial MOEC office and then on to the minister. Procurement of personnel to fill vacancies is again different for the three categories. In all three cases the current principal and school inspector nominate candidates to the same level of government as stipulated when identifying vacancies. In each case a priority list covering one and a half times the number of vacancies available is prepared. When official vacancies are defined, the Governor appoints the principals in the first category of types of schools; the head of the provincial office appoints the principal in the second grouping of schools; and the SecGen appoints principals in the third category based on recommendations from the DirGen.

Assessment and evaluation of principals is conducted by those appointed to supervise schools and the DirGen determines criteria, instruments, and success indicators to be applied. The results of evaluation are delivered to the Governor in the first types of schools, the head of the provincial office of MOEC in the second type, and the DirGen in the third type of schools.

Results may be used to determine if a principal should be dismissed before the four-year assignment is completed. Similar procedures involving different government agencies are applied to dismissal as in identification of vacancies. Principals may be dismissed because of reaching retirement age, the end of a position period, for punishment, temporary dismissal as a civil servant, dismissal as a teacher, as unsuccessful in the job as principal. Extending the principal's assignment period follows the same levels of approval for each of the three categories of schools. If a region does not have candidates that qualify as a principal then the most qualified person may be appointed.

In order to provide for teachers where a shortage exists (whether classroom or subject), the Minister issued Decree No. 0132/U/1994. Teachers may teach more than one subject, become responsible for guidance and counseling or be asked to teach more than one class. This may occur in rural areas, where enrollment is below the minimum regulation, or where there is a shortage of teachers with specializations. Granting authority is the school principal. Those teachers who are designated to take on additional duties are granted awards according to regulations.

Ministerial Decree No. 025/o/1995 provides the technical guidance in understanding the earlier joint Decree above, 0433/P/1993. It provides a highly detailed explanation of the credit point system for teachers. The decree intends to provide a uniform language and understanding and starts by providing 62 different definitions of such terms as school principal working group (KKS), graduate tracer, core teacher, assessment criteria, scientific method and many others. The scope of the decree covers civil servant teachers from kindergarten through general secondary and centers for technical education training. There are four classes of teachers – class, subject, practical and supervising. A teacher may choose only one type of classification.

Position level, ranking, category and required minimum credit points for increasing to one level higher of ranking/position for every teacher position from the lowest to the highest is presented in **Figure 4**:

Credit Point Requirements

No.	Teacher Position	Rank and Category	Requirement of Credit Points for Increasing Rank/Position	
			Minimum Cumulative	Per Level
1.	<i>Pratama</i> (Beginner) Teacher	Junior Regulator II a	25	25
2.	<i>Beginner (Pratama)</i> Teacher Level I	Junior Regulator Level I, II b	40	15
3.	Junior Teacher	Regulator, II c	60	20
4.	Junior Teacher Level I	Regulator Level I, II d	80	20
5.	Intermediate (<i>Madya</i>) Teacher	Junior Organizer III a	100	20
6.	Intermediate (<i>Madya</i>) Teacher Level I	Junior Organizer Level I, III b	150	50
7.	Senior Teacher	Organizer, III c	200	50
8.	Senior Teacher Level I	Organizer Level I, III d	300	100
9.	Supervisor Teacher	Supervisor IV a	400	100
10.	Supervisor Teacher Level I	Supervisor Level I, IV b	550	150
11.	Junior Supreme Teacher	Junior Supreme Supervisor IV c	700	150
12.	Intermediate Supreme Teacher	Intermediate Supreme Supervisor IV d	850	150
13.	Supreme Teacher	Supreme Supervisor IV e	1,000	150

Figure 4

A brief explain of **Figure 4** follows:

1. Rank and category in column 3 is the highest rank for position in column 2, it means that a teacher can hold a higher position than that of the rank and category in column 3, if the credit point in column 4 is fulfilled.
2. Teacher can go to one level higher rank if:
 - a. Having fulfilled the requirement determined, and
 - b. The position level is higher or at least similar to the rank that is going to be held, except the rank promotion for the reasons of dedication, *Trikora* (special award), and freedom fighter for *West Irian* independence.
3. Credit point in column 5 is the sum of credit point required for rank/position promotion of one level higher. Such requirement should be fulfilled 80% from main elements (can be up to 100%) and supporting elements at the maximum of 20% (can be 0%).

The main tasks of teachers were specified in earlier decrees. The higher the teaching position the wider the scope and more detailed the task, responsibility and authority of the teacher. The standards for work achievement deal primarily with the teaching/learning process or guidance and covers preparation, presentation and evaluation. For supervising teachers and supreme teachers additional achievement standards include analysis of learning, formulation of an improvement program, and professional development. These points minimum teacher's obligation. School principals should make sure that teachers have opportunities to collect the required credit points for promotion. Every time there is an opportunity to attend education and training, teachers should be encouraged or recommended to attend. Teachers should be assigned their full 18 hours of teaching. Those who teach more hours receive a credit bonus. Additional provisions are covered in this section of the decree including tasks of the supervising teacher and work division in guiding other teachers.

The decree continues by describing who is authorized to award credit points. The President awards points to the highest ranked teachers down to the head of district offices for beginner teachers. Assessment teams are created to award credits along with a secretariat. This process is explained in great detail. It is in this section that the DP3 or Work Implementation Assessment is mentioned. The assessment procedure of teachers follows these steps:

1. Team leader distributes assessment task to members of assessment team
2. Each proposal assessed by two members, using the available form as the sample in the Annex II of this Decree.
3. After each member conducting assessment, the result is submitted to team leader of assessment through the secretary of assessment team to be legalized.
4. If the credit point given by two assessors is not the same, the provision of credit point is conducted in plenary session of assessment team by reviewing and re-assessing the evidence that is assessed.
5. Decision making in plenary session of assessment team is conducted by acclamation or at the least through major vote.
6. Secretary of assessment team states credit point that resulted from plenary session decision in the form of Determination of Credit Point as in the sample form in Annex III of this Decree.

In addition to the assessment, work achievement of the teacher may be valued for credit points. A very specific set of procedures are provided to cover a number of different ways in which this can happen. Such topics as education, credits for teaching/learning process or guidance, professional development, and religious activity are cover in numerous pages of analysis. The decree then continues to cover credit point determination, first or re-appointment in a teacher position, promotion of teacher rank/position, temporary release and dismissal, and

supervision/control. This is the single longest decree and when combined with the earlier decree on teacher credits forms the most specific analysis of all decrees issued through 1999.

In support of the decree mentioned earlier creating second level regional inspectorates in 25 kecamatan, Joint Decree No. 0210/U/1995 was issued to administer personnel in primary schools. Jointly issued with the Ministry of Home Affairs, the decree creates the kecamatan-level office responsible for data gathering about teachers and school guards. This is coordinated with the inspection office responsible for evaluation in the 25 kecamatan. Results of data gathering are reported to both ministries. The Regent (head of the second level office) is responsible for formulation of planning for the need for teachers and school guards. Plan implementation is the responsibility of the inspection office. The regent is responsible for acceptance of candidates, proposal of appointments, and placement while the provincial office and the Minister provide approval of selected steps in the process. The Minister determines implementation guidance of appointments. Assessment, ranking for promotion, transfers, and dismissals of teachers and school principals involve a combination of policies described earlier and the involvement of the Regent.

To motivate civil servants, including the military to work in remote areas, the President issued Decree No. 34 of 1996. A Service Allowance was to be provided to those working in Riau, Central Kalimantan, Maluku and Irian Jaya. A remote area is defined as villages that due to location and/or natural conditions poses difficulties, lack of infrastructure such as communication, health services, junior secondary education, and other needs. The allowance is in the form of rupiah payments for up to five years. Remote status is reviewed every two years.

Under Ministerial Decree No. 0296/U/1996, regulations state that civil servant teachers may be appointed as school principals in public and private institutions. This may be done when a vacancy occurs due to principal transfer; a new building is opened, or it is necessary to help a private school improve quality. The same general requirements apply as stated earlier. Specific requirements pertain to the level of education and involve years of experience, level of education, and assigned to a current position of a certain classification or above. These are additional duties to teaching. There are nine special categories from kindergarten through vocational secondary schools. The period of assignment is four years and may be extended another four years (this replaces the three years specified in 085/U/1994). If not extended, the assigned person remains at the school as a teacher. Vacancy identification and appointment follow a similar procedure for selecting a full time principal. Dismissal and extension procedures for teachers appointed as school principals depend on the type of school. Again, these procedures are similar to those described earlier.

Ministerial Decree No. 019a/U/1997 covers structural echelon II and III personnel at the national level and echelon III personnel at the provincial level. Echelon II includes bureau heads under the SecGen, directors of the DirGen, inspectors in of the Inspectorate General's office, and others. Echelon III represents the next level below echelon two and includes division heads, heads of sub-directorates, assistant inspectors and others. Additional definitions are provided for provincial, kabupaten/kotamadya echelon III personnel including private higher education. Duration of assignments is four years unless otherwise specified in other regulations. Positions may be held for two consecutive terms and may be extended an additional four years after receiving good evaluations. Assessment of these personnel is conducted by the direct supervisor. The minister or other authorized personnel may dismiss or transfer echelon II and III personnel before the completion of the term of assignment.

The Ministerial Decree No. 178/U/1997, details the current national teacher education diploma II for primary level teachers. The program is implemented at the IKIP (Institute of Teaching and Education Science), the FKIP (Faculty of Teaching and Educational Science and STKIP (Higher Institute of Teaching and Educational Science. Graduates are entitled to teach in

public and private primary schools. The current valid national curriculum requires 8 semester credit points for general subjects; 16 semester credit points for expertise-based subjects; and 54 semester credit points in expertise subjects. The subjects are as follows:

General subjects

- Pancasila subjects
- Religion education
- Citizenship and territorial defense education

Expertise-based subjects

- Primary school education principles
- Development and learning for education participants
- Class management
- Teaching evaluation
- Guidance in basic schools
- Strategy of learning and teaching

Expertise subjects

- Pancasila and citizenship education
- Basic concepts of social science
- Primary education of social science
- Global perspective
- Basic concepts of natural science
- Education in natural science in basic schools
- Mathematics
- Mathematics I education
- Mathematics II education
- Upgrading of Indonesian language skills
- Language and Indonesian literature education in lower level classes
- Language and Indonesian literature education in higher-level classes
- Performing arts education
- Dance and drama arts education
- Physical and health education
- Integrated learning
- Field experience program

In addition to these subjects, the student is to take 2 semester credit units in a local curriculum. The MONE determines the curriculum and textbooks and is assessed periodically.

The Directorate General of Non-Formal Education supervises centers and sub-centers of learning targeted to out-of-school youth. Teachers in these centers are referred to as Pamong. Ministerial Decree No. 292/U/1997 covers the appointment of the civil servants as heads of these centers and sub-centers. The appointment process follows the same procedure as appointment for heads of schools as described earlier with the following differences. The lowest ranking that can be considered for a center appointment is Penata or Category IIIC and holding a position of pamong pratma. For sub-center appointing the rankings may be one grade lower. Training must be provided by a school of administration leadership. Those appointed are temporarily released from teaching assignments. The assignment is for four years with one extension possible. Vacancies are determined by the Kanwil and reported to the DirGen. They are filled by the kanwil developing a shortlist of qualified personnel at least twice as many as positions available. The DirGen and his/her board make the final priority list at least six months before vacancies occur. The kanwil head makes the final selections from the list at least three months before the vacancies occur. The appointed person at the Directorate General's office and the provincial head are responsible for assessment of center heads. Sub-directors are evaluated by heads of either community education, youth development, sports at the provincial office as well as the center head.

2.6 Community

2.6.1 The Law and PPs

Law No. 2 of 1989 states that communities should have the broadest possible opportunity to participate in education. Although Government sets regulations, communities may establish private schools to meet specific characteristics. The Minister is to establish a Board of National Education comprised of community figures and whose role it is to provide suggestions, advise, and other inputs to the Minister. The President is to organize the board and appoint members.

PP no. 39 of 1992 deals with government regulations pertaining to community participation in implementation of the national education system. The regulations cover community participation for all levels of education and treat them in the same manner. Thus, the regulations that apply to basic education also apply to secondary, higher, special and preschool education. The regulation states that the purpose of community participation is to draw on the capacity that exists within communities to realize the objectives of the national system. Since Law No. 2 states that the national education system is a joint responsibility of family, community and Government, communities are encouraged to participate in education in the broadest possible way. The Government recognizes that to adapt to the changes in society, communities must participate in design and implementation of the educational system; however, the Government maintains the right to govern how communities are to participate so as to curtail abuse. Community actions may be taken independently or jointly with Government. Participation may take a variety of forms:

1. Establishment and implementation of formal and non-formal educational units at all levels;
2. Procurement and provision of educational staff to implement or assist in implementation of teaching, guidance, and training;
3. Procurement and provision of experts to assist in teaching/learning process or research and development;
4. Procurement and implementation of educational programs that have not been established by Government (which may be interpreted to mean local content curriculum);
5. Assistance in procurement of grants, donations, loans, scholarships, and similar contributions to education;
6. Procurement of facilities;
7. Procurement of books and equipment;
8. Provision of apprenticeship and job training opportunities for students;
9. Provision of management assistance;
10. Help in determining policy and procedures;
11. Cooperation with research and development activities;
12. Participation in research conducted nationally and internationally. This participation may be voluntary or compulsory but compulsory participation is determined by the Minister of MOEC in accordance with the law. Compulsory participation refers to the obligation of parents to pay educational implementation fees according to the parents' ability.

Participation may be provided by individuals, groups or institutions that are not part of Government. It cannot contradict the principles of Pancasila or the Basic Law of 1945 or Law No. 2. It is the Government's responsibility to disseminate information regarding the opportunities for community participation. It is the national system's responsibility through the Minister to organize the use of funds. The community can organize as a communications forum, co-operative, and as coordinators between different educational units. The supervision of community participation is the responsibility of the Minister of MOEC.

2.6.2 Decrees

Ministerial Decrees 0487/U/1992 and 054/U/1993 describe the BP3 or educational assistance body at the school level in the same way. Members of the BP3 are drawn from parents, teachers, other educational personnel, and community figures. This organization is to be established at the sub-district level, implying a multi-school organization rather than one BP3 per school. The minister prepares implementation rules.

The detailed regulation for BP3 is found in Ministerial Decree No. 0293/U/1993, designed to support PPs Nos. 27, 28, 29, 72 and 39 as well as earlier decrees in 1974 and 1984. The decree supports all levels of education from kindergarten to senior secondary education. BP3 is given authority to:

1. Represent parents in activities that are related to BP3 tasks inside and outside of school.
2. Establish relationships and cooperation with parents, school members, community, government and the world of work.
3. Collect subscriptions from parents, the amount adjusted to the parents' ability to pay.
4. Attempt to obtain voluntary donations from parents and community.
5. Establish a forum for communication and discussion in order to develop the improvement of educational activity
6. Provide help to the head of the provincial education office to ease or exempt the obligation to pay the SSC forwarded by the payee.

The decree identifies seven responsibilities of the BP3 organization:

1. Arrange and implement of the budget and annual program of BP3.
2. Collect funds in the form of fees, voluntary donations and other assistance from parents and community.
3. Establish a good relationship and cooperation between parents, school members and community.
4. Utilize funds and other assistance from parents and community appropriately according to the work program.
5. Realize implementation of intra-school student organization (OSIS), leadership training for OSIS supervisors, organizer, class representative members and extra curricular activities.
6. Develop various extra curricular activities for students.
7. Prepare reports on utilization of funds in accordance with the work program.

Composition of the BP3 includes:

1. Supervisor (school principal)
2. Examiner (chairman, deputy, secretary, member)
3. Organizer (chairman, deputy, secretary, deputy secretary, treasurer, deputy, member)
4. Members (parents, school principal, teachers, community members)

The school principal as chairman of the preliminary committee forms and legalizes the organizer and examiner each consisting of five members from among parents and teachers. He/she reports the formation to the head of the kecamatan office (kindergarten/primary) or the head of the kabupaten/kotamadya office (junior and senior secondary education). The examiner and organizer is legalized at a plenary meeting and installed for two years. The principal and

district or sub district heads report the formation to the head of the provincial office. The BP3 must be established by the end of August.

The coordinating committee is established either at the kecamatan or kabupaten/kotamadya levels. In the former situation membership is comprised of the BP3 chairpersons and from each school. At the latter level the chairpersons of the kecamatan form the coordinating committee. The coordinating team consists of a chairman, secretary, treasurer, deputy and member. The coordinating team coordinates activities in the province; seeks assistance from communities to help with education; increase community participation in national education; and increase quality of education. The committee must be formed by the end of September for the kecamatan and October for the kabupaten/kotamadya organization. The regulation of BP3 is the responsibility of the Director General. The Minister has overall responsibility. Additional details are provided in the annex of the decree.

The Presidential Instruction No.1 of 1995 directed that all ministries must look to improving the quality of services provided to the community. This single page instruction directed ministries and other government institutions to create an atmosphere that encourages the increase in community participation, a key element in improving the quality of government service. The instruction was effected on 6 March 1995 and applied to central and provincial government authorities.

2.7 Educational Finance

2.7.1 The Law and PPs

Implementation of educational activities is to be financed by Government for public institutions and by the foundation for private schools, although the Government may provide assistance to private schools under Law No. 2 of 1989. For compulsory education or basic education, educational implementation costs should be borne by Government. Participants should not bear indirect costs related to education; however, separate articles under the law (article no. 25) and PP no. 28 (article no. 17), students are expected to cover educational implementation costs, except those individuals that are authorized not to.

PP No. 28 indicates that the Government for public education and foundations for private education should finance educational implementation. Funding is to cover professional staff salaries, administrative staff, procurement and maintenance of facilities and infrastructure and implementation of education. Managers of specific educational units and schools may cooperate with the community, including the business world, to obtain finances so that educational opportunities may be expanded and educational quality improved.

2.7.2 Decrees

Ministerial Decrees No. 0487/U/1992 and No. 054/U/1993 for primary and junior secondary education stipulate that funding covers three aspects of education:

1. The welfare of teachers and other educational personnel, as well as administrative workers;
2. Existence and maintenance of educational facilities and infrastructure;
3. Implementation of the teaching-learning activities in respective schools.

Government and foundations are responsible for providing funding. To obtain funding sources, school implementers can work with community, business and philanthropists.

Ministerial Decree No. 059/U/1993 provides a comprehensive analysis of the types of assistance that can be provided to private schools from kindergarten through higher secondary education. It identifies four types of assistance – money, personnel in the form of civil servant secondments, facilities, and services assistance according to the ability of government. The amount of money provided is determined by guidelines prepared by the DirGen and available in the national budget. Funding is drawn from either the DIP or DIK budgets or originating from voluntary assistance through the community. Financial or money assistance may take four forms:

1. School implementation funding for operational activities, including materials and other recurring needs.
2. Purchase of study equipment directly used by students and teachers.
3. School equipment used in the teaching-learning process.
4. School building rehabilitation.

Personnel assistance may take three forms:

1. Teachers assigned to classrooms, practical guidance or other types of instruction.
2. School principals.
3. Other educational personnel.

Facilities assistance may take one of three forms and based on the size of the school and level of implementation by the government:

1. Teaching equipment such as study books, library books, laboratory equipment, practical equipment, teaching aids or educational media.
2. School equipment such as furniture and office equipment.
3. Rehabilitation of school buildings.

Services assistance may be given in three forms:

1. Implementation of skills upgrading for principals, teachers, administrative staff and private school operators.
2. Development of educational and administrative personnel in educational activities, workshops, scientific meetings, seminars, and other similar activities.
3. Expert services for assisting in the development of schools.

There are seven general prerequisites for obtaining assistance and range from being operational for three years to having already been accredited. In addition each category of assistance has specific requirements. For example, to secure financial assistance, the school must demonstrate that it has insufficient funds to operate. To obtain teachers schools must demonstrate they have a teacher shortage. To obtain a principal, there must be a minimum of two graduating classes and there is a complete school program. To acquire equipment such as laboratory equipment, the school must have appropriate facilities for the equipment's use. For renovation, the school must be the property of the foundation, and a portion of the study rooms are in disrepair. There are additional considerations as well. This would include such things as a natural disaster, remoteness, schools located in capitals, and others. A school may apply for one type of assistance over a financial year. The decree identifies how to organize the request document including special attachments depending on the type of assistance requested.

Procedures vary depending on the type of assistance. Only one example will be provided simply to illustrate the complexity of the process. To receive financial assistance the private school submits proposal to the district office, to the head of the provincial office with duplicates to appropriate departments, heads of planning and finance sections with heads of related departments under the business administration coordinator arrange a monetary assistance needs plan for the province. The head of the provincial office submits the provincial plan to the minister through the secretary general with duplicates to the heads of the planning and finance bureaus and the DirGen. The DirGen then puts forward a national plan of assistance for private schools to the SecGen. Heads of planning and finance arrange a plan and finalize allocations of financial assistance for private schools by province. Procedures for other types of assistance are similar.

Procedures for granting assistance are also lengthy. Using monetary assistance as the example, the finance bureau head on behalf of the SecGen validates the grants to the respective school operators with duplicates sent to various heads of bureaus. The coordinator of administration on behalf of the provincial office presents the decisions to the school operators through the district offices. Private school operators send a receipt to provincial and national offices after receiving funds. The SecGen or provincial head sends a letter of request for routine funding (SPPR) about the assistance to the local office of treasury and state cash (KPKN). No later than one month after receiving assistance the school operator must send a report that the assistance has been received along with utilization plans to the district office. Reports are again sent mid-year and the end of the year. All four types of assistance must be used as specified or refuse it. The minister may decide to cut off assistance if it is not used properly, does not obtain the desired affect, situational factors, or the school has closed. The provincial head can decide to reassign this assistance to another school. Copies of this decision must be sent to the SecGen and related bureaus. In 1993, some minor changes were made to this decree by Decree No. 0197/U/1993. This decree changes the numbering of some paragraphs and slight changes in definitions of responsibility.

With the advent of compulsory education at the junior secondary education level, the Minister issued Decree No. 0151/K/1994 on June 18. The decree exempts all students enrolled in public junior secondary education programs from paying Sumbangan Pembinaan Pendidikan (SPP) and BP3 fees. Funds are to be provided by the State Expenditure and revenue Budget of MOEC. The decree voids previous regulations that contradict it.

Ministerial Decree No. 105/U/1997 was issued to provide scholarships for students who are too poor to attend school; display talent; and have demonstrated achievement. All educational levels from primary to higher education may propose candidates for scholarship. Only those in junior secondary education and above may be nominated in the field of sports and arts. Of the two types of scholarships, general scholarships are awarded to students between the ages of 7 and 15 while special scholarships are awarded to those from remote areas, those in Open SLTP and the disabled. Selection of candidates from primary schools involve the school principal and the head of the kecamatan; for SLTP, SMU and SMK by the school principal and kabupaten/kotamadya office, and for higher education by the head of the stream and the dean. While the appropriate DirGen regulates the process, the selection tools are coordinated with the Board of Research and Development. Scholarship recipients must maintain or increase achievement; carry out tasks diligently; exercise good behavior; and use the funds as they were intended. In return, recipients are exempted from paying education costs. In-school stakeholders are responsible are obligated to supervise recipients; make sure they receive their funds; and report to their supervisors on the recipient's progress. At the end of each school year a review is conducted to determine to continue or terminate the scholarship. This could happen if the above conditions are not met; the recipient receives another scholarship; is found guilty of a crime; or is no longer a pupil. Payment of scholarships is conducted by a manager of the fund and distributed through a financial institution or state-owned company and given in the form of cash. The Board of R&D must study:

1. The mechanism of the selection program, including development of selection tools.
2. Mechanisms for scholarship management.
3. Programs and mechanisms for development of talent and achievement.
4. Impact of the scholarship provision on development of achievement.
5. Other matters that are considered important.

In direct response to the economic crisis, the Minister issued Decree No. 219/U/1998. The purpose was to sustain education for students from economically disadvantaged families. The focus was on recipients in danger of dropping out of school for economic reasons. Target schools include public and private (including religious schools) primary, SLTP, SMP and SMK schools. The school principal determines who is to receive scholarships based on recommendations by a school committee and the quota determined the kabupaten/kotamadya committee. Recipients are required to open an account in a financial institution or post office that is appointed distributor. Provisions for use and requirements are similar to the 1997 decree on scholarships. The DirGen regulates the five different committees involved in the scholarship provision: central committee, provincial committee, kabupaten/kotamadya committee, kecamatan committee, and the school committee. The central committee allots the amount of scholarship funds to each kabupaten/kotamadya and all committees are notified of the number and value of scholarships. This is an annual program and the program can be stopped if the individual does not fulfill obligations. Monitoring and assessment of the scholarship program are conducted by the scholarship committee and results are used to improve the program (there is no mention of the Board of Research and Development in the decree).

The Agreement Memorandum between the ministers of MOEC and Bank Rakyat Indonesia Ltd. (No. 241/K/1998 and No. B.635-DIR/09/98) represented a special case following a similar

procedure for ensuring that funds are received by needy students. In this case, the United States Government pledged assistance through scholarships and the memorandum resulted from a letter sent by the Indonesian Ambassador to the USA. The memorandum stipulates that assistance is to be distributed from the private sector (NGOs) to needy children directly. The Bank Rakyat and other banks as well as MOEC are to receive the money and distribute applying current regulations as stipulated in the paragraph above.

Joint Ministerial Decree by MOEC (No. 183/K/1998) and Ministry of Finance withdrew a joint 1990 decree. The 1990 decree is not included here since it was not listed in the directly outlining new decrees. The purpose of the joint decree pertained contribution of funds for educational supervision and supporting funds for secondary school education. No comment can be made here; however, the issue is likely to be readdressed under the new decentralization legislation.

2.8 Other Topics

2.8.1 The Law and PPs

The Minister of MOEC determines the number of learning days per year and holidays. Private schools may arrange their own holidays but must also abide by policies established by the Minister. The school year is to start on the third week of July. The Indonesian language is the language of instruction; however, regional languages and foreign languages can be used in the early stages of education as far as they are needed to deliver education. Basic education (primary and junior secondary) is to be universal. Vocational education is to be available only at the secondary level (junior and senior secondary levels). Regulations allow foreign schools to be operated in Indonesia so long as they do not conflict with the national system. PP no. 55 and no. 56 of 1998 modify PP no. 28 and no. 29 of 1990 stating that Bahasa Indonesian is to be the language of instruction for basic and secondary education.

2.8.2 Decrees

Ministerial Decrees 0487/U/1992 and 054/U/1993 allow schools to conduct experiments to develop new ideas in the framework of improving quality. Schools may give researchers an opportunity to conduct experiments to improve the national system. This includes researching all aspects of a school's environment such as teachers, students, the learning process, curriculum, funding, etc. Requirements to do so include:

1. Having a clear program;
2. Having the required facilities and infrastructure;
3. Having the required experts and implementers;
4. Having sufficient funding;
5. Must not disturb the implementing of the teaching-learning process.

Ministerial Decree No. 0379/P/1993 was issued to extend Decree No. 029/U/1988. The purpose of the 1988 decree was to allow private schools to use government educational facilities that were not being utilized in the afternoon thus helping the nation meet the compulsory education requirement through the end of junior secondary education. The decree pertains to junior and senior educational facilities and the decree extends the validity period through March 2004. Permits for the use of such facilities are issued by the provincial office of the Ministry of Education.

A second educational facilities decree was issued in 1993 covering the standardization of school types of basic education units. Ministerial Decree No. 0424/U/1993 was issued to improve the quality of educational delivery by standardizing of school types.- Standardization refers to valid curriculum, optimum capacity level, efficiency of utilization, optimum use of personnel, and matching facilities to the environment. The annex of the decree provides specifications for two types of primary schools where Type A has 12 groups of students (480 students) and Type B has six groups (240 students). The five types of junior secondary educational facilities range from 27 groups (1,080) through Type E or sekolah kecil (3 groups totaling 120 students). The specifications delineate the number of personnel with job titles, the number and types of rooms, and the minimum land area.

On 3 March 1994, the Minister issued Decree No. 044/U/1994. The purpose of the decree is to ensure even distribution and affordability of reference books for education. Balai Pustaka is a state-owned publishing company. Private publishers would cooperate with this organization by authoring book copyrights for reprinting by Balai Pustaka. Private publishers need to get permission from MOEC and the Secretary General would need to approve compensation to publishers.

Ministerial Decree No. 047/U/1996 changes the working days of MOEC and study days in school. MOEC working days are fixed as 5 days per week from Monday through Friday. M-F workday lasts from 7:30 to 16:00 and 7:30 to 16:30 with a break from 11:30 to 13:00. Provincial, district and sub district offices follow local regulations. The school week is six days. Lecture days in higher education are determined by each institution.

The purpose of Ministerial Decree No. 034/O/1997 is to change the names of or nomenclature of school types. First Level General Secondary Schools are to be referred to as Junior Secondary Schools and are referred to as SLTP being changed from SMP. Further, school names take on the designation of their locations. For example, schools located in a kotamadya city take the name of that city and assigned a number. If outside the city, schools take the name of the kecamatan and assigned a number. SLTPs remain under the control of the Kanwil. The regulation reinforces the roles and responsibilities defined in earlier regulations as well as funding and work procedures. In decrees Nos. 035/O/1997 and 036/O/1997 changes were made in the nomenclature for higher general secondary education and higher vocational secondary education. The former was changed from SMA to SMU while the latter was changed from STM to SMK. These decrees provide a similar analysis of regulations that are outside of the scope of this paper and as such will not be reviewed.

Recognizing the importance of information management, the Minister issued Decree No. 031/U/1998 jointly with the Minister of Home Affairs. The decree states that accurate information needs to be obtained about basic education and to support that effort this information about primary school students and primary schools needs to be obtained continuously and in a planned manner. The decree directs the creation of an Information System of Administration management of Students and Schools (SIMASS). MOEC is responsible for its development and management by the Board of Research and Development of Education in the Center for Informatics. MOHA is responsible for the development of infrastructure, operation of data terminals for students and schools, data gathering for years 1 through 6. Development costs are to be borne by MOEC at national level while the cost of infrastructure and operations and data flow are borne by provincial level and district levels.

III. Recent Legal Changes Impacting on Education

Law Number 22/1999 pertains to the decentralization of government. Law Number 18/1997, passed two years prior to No. 22, covers regional taxation. This law takes on new importance based on the decentralization of authority for many government activities. Law No. 18 provides some clarity in how regional governments can pay for expanding their role in public management; however, some inconsistencies exist under Law No. 18 so Laws No. 22 and No. 25 amend it.

Under No. 22, the province is now defined as an autonomous entity, naming the governor as the senior government official. Districts (kabupaten) are also identified as autonomous structure with the senior executive being the bupati or the walikota in the case of urban districts (kotamadya).

Law No. 25/1999 directly relates to the proportion of financing to be shared between central and local governments and declares Law No. 32/1956 as invalid. It draws its definitions for government, local autonomy, regional legislative assembly and others from Law No. 22/1999. This suggests that law no. 25 focuses on the financial aspect of Law No. 22, and together, these two laws form the basis for decentralization. The national government has certain responsibilities such as defense and monetary policy. Provincial and district governments are provided autonomy to control a number of responsibilities including a greater share of education at the district level. Law No. 25 provides the rationale and formulae for what share of revenues each level of government may generate and how certain revenues are to be divided among levels of government.

The law has six objectives:

1. Empower and improve capability of regional economies.
2. Create provincial and district financing systems that are just, proportional, transparent, participatory, accountable and precise.
3. Develop a system of financial proportion that reflects the division of authority and clear responsibility between central, provincial, and district government.
4. Serve as a reference for allocation of finances to the provinces and districts.
5. Affirm the system of financial responsibility by local government.
6. Provide guidance for provincial and district financing.

Provincial and district governments have four sources of revenue:

1. **Provincial and district original income.** Sources include local taxes, local fines, income from government-owned corporations, and other wealth generating activities conducted by government.
2. **Proportion fund.** Provincial and district government's share of property and land use taxes (PBB) and related fees. Central government is to get 10% while provincial governments receive 90% of the taxes. 20% of the fees go to central and 80% to provincial government. In turn, the central government is to revert 10% of the tax income and 20% of the fees to municipal and district governments. Central government splits 20% to 80% for provincial government income from natural resources. Petroleum mining receipts are split, after taxes, 85% to central government and 15% to provincial level. Natural gas receipts are split 70% to central and 30% to provincial government. The general allocation fund is based on the national annual financial plan (APBN) and 25% is allocated to the regions. 10% of this fund goes to provincial government while 90% goes to district/municipal governments. The specific allocation fund (APBD) is allocated

from the APBN. This is to fund special needs such as unpredictable needs and national priorities.

3. **Regional loans.** To partially finance their budgets, provinces may borrow. Foreign borrowing can only be conducted by the central government. Long-term domestic loans are possible if they lead to generating income while short-term loans are used for cash-flow improvement.
4. **Legal receipts.** No specification is provided in the law.

Law No. 25 describes the relationship between central government and provincial governments and to a lesser extent with district/municipal governments. No mention is made of the relationship of provincial to district/municipal government suggesting this will be the responsibility of each governor to prepare policies and procedures with respect to financing patterns and revenue sharing (if sharing is to exist) between these two levels of government. No attempt is made here to conduct this analysis; however, this does not diminish its importance and future analysis. It is expected that 26 (now 31 with the creation of five new provinces) different sets of policies and procedures will be established that will reflect the differences in governing styles within the 26 provinces. The laws were to take effect some time in 2001, but the effective date was accelerated to January 1, 2001 for those regional governments that meet certain conditions.

The first major decree to be issued by the newly named Ministry of National Education responded to the Presidential Decree No. 136 of 1999, instructing each Ministry to issue a statement of tasks and functions based on the decentralization laws. Ministerial Decree No. 010/0/2000 defines the organization and working procedures of the Ministry of National Education (MONE). Each chapter defines tasks and functions, organization and composition, and detailed explanations of departments, directorates and bureaus within each unit of MONE. Only those units that impact on basic education will be discussed. Thus, under the Directorate General of Higher Education discussion will involve teacher training for basic education only. See page 59 to view the MONE organizational structure.

Chapter One covers the Secretariat General (SecGen). The mission of the SecGen is to implement the development of administration, organization, and working procedures as well as control implementation of functional supervision within the Ministry. The SecGen also provides administrative technical services to the Minister, the Inspectorate general, Directorate General, Board of Research and Development and other organizational units within the Ministry. There are eight line bureaus with supporting departments to fulfill this mission. The decree is rather lengthy, thus a summary will be provided. It is advisable that the reader acquires a copy of the decree if the reader wishes to see organizational charts and acquire greater in-depth knowledge:

1. **General Affairs.** Implement and create plans, programs and budgets; to implement administrative affairs, personnel, finance, equipment and domestic affairs; supervise the administration and archives. The bureau is comprised of five divisions each further divided into four subdivisions or a total of 20 subdivisions.
2. **Planning.** Carry out collection, processing and presentation of data as well as coordinate and synchronize policy, strategic plans, programs and development fund formulation for the ministry. The bureau is comprised of five divisions each further divided into four subdivisions or a total of 20 subdivisions.
3. **Personnel.** Manage and supervise personnel in the Ministry according to valid and current regulations. There are three coordinators (general affairs; teacher transfer affairs; and transfer affairs of lecturers and other personnel). Each is comprised of five divisions further divided into four subdivisions each. In addition there is a division of administration divided into three subdivisions.

4. Finance. Coordinate formulation of plans, programs, and funds. Manage of routine funds in the Ministry according to valid regulations. The bureau is comprised of five divisions each further divided into four subdivisions or a total of 20 subdivisions.
5. Supply and Equipment. Supervise and manage supply in the Ministry according to valid regulations. The bureau is comprised of three divisions each divided into four subdivisions for a total of 12 subdivisions.
6. Organization and Work Procedures. Supervise organization and work procedures in the Ministry. The bureau is comprised of four divisions each with three subdivisions for a total of 16 subdivisions.
7. Law and Public Relations. Coordinate and supervise formulation of legal regulations, carry out assessments and services in legal assistance. Manage cooperative relations with the community, non-government organizations, and state institutions. The bureau is divided into four divisions. Subdivisions range between two and four in number. There are a total of 12 subdivisions.
8. International Cooperation. Manage international activities and coordinate bilateral, multilateral interaction in the fields of education and culture according to valid regulations. The bureau is divided into five divisions with a total of 19 subdivisions.

Chapter two covers the organization of the Inspectorate General. The Inspectorate General has as its mission to conduct functional supervision of the Ministry's implementation of its responsibilities according to stated policies and regulations. To do this, the Inspectorate General is comprised of a secretariat of five divisions and total of 20 subdivisions, and eight regional inspectorates. Each region has seven assistant inspectors responsible for different levels of education, culture, non-formal education, personnel and finance/equipment/development. The five divisions of the secretariat are divided into planning, two different divisions dealing with supervision reporting, information and procedures, and general affairs. Many definitions of responsibility are similar to corresponding subdivisions under the SecGen suggesting some level of overlapping responsibility. The difference pertains to the fact that the SecGen's activities pertain to the operations of the Ministry while the Inspectorate General is concerned with implementation of education in the field.

Within the eight regions, the inspectors, their assistant inspectors and as many as 10 examiners assigned to each assistant inspector have assigned responsibilities. These include:

1. Formulation of plans and programs for implementation of functional supervision.
2. Formulation of guidance for examinations, testing, assessment and investigation according to work programs.
3. Implementation of examinations, testing, assessment and investigations.
4. Investigation into the truth of reports or claims on constraints, misconduct, or abuse of authority.
5. Preparation, formulation, and submission of reports on the results of examinations, testing, assessments and investigations.

The Directorate General units have direct responsibility for program implementation. Chapter three deals with the organization of the Directorate General of Primary and Secondary Education. In addition to the secretariat, which is responsible for administration, this directorate has six line directorates dealing with kindergarten and primary schools, junior secondary schools, general secondary schools, vocational secondary schools, special education, and educational personnel. The secretariat has the traditional functions of forming plans, programs and reports; implementing personnel affairs; implementing financial affairs; implementing procedures and legal regulations; coordinating information and public relations materials; and implementing administration. The secretariat has five divisions each relating to a different function as mentioned. There are a total of 16 subdivisions that support the five divisions.

The divisional structure for educational programs is the same for kindergarten and primary, junior secondary, general and vocational secondary, and special education. That is, each has a division for administration, one for program, one for school management, one for curriculum and testing systems, one for educational facilities, and one for student affairs. Each line division is further divided into three subdivisions for a total of 15 subdivisions per program area. From kindergarten through special education there are a total of five separate administrative divisions and a total of 75 subdivisions. Each structure is an exact duplicate of the other four. The directorate of educational personnel has a somewhat different organizational structure. In addition to the administration division, it has divisions for planning and utilization; standardization; professional development; appreciation and protection; and educational and training institutions. There are a total of 18 subdivisions within the directorate.

Chapter Four involves the description of the Director General of Higher Education. This paper's interest in higher education is the role the directorate and institutions such as teacher education institutions play in pre-service and in-service training of educational personnel. The secretariat for higher education functions similarly to other secretariats having the same four divisions of planning, finance, administration and personnel, and general affairs. The balance of four line directorates include:

1. Academic and student development
2. Research and community services development
3. Educational development, educational and academic manpower development
4. Institutional supervision and community empowerment

Under the first directorate the focus is on students and their programs, which would include pre-service teacher education for those campuses that have such programs as they pertain to general requirements at the university. Although not specifically mentioned, the teacher training colleges (IKIP) and the faculty of education within a university (FKIP) fall within this division. The divisions are charged with curriculum and study programs; student ability and perspective development; higher education facilities; and academic evaluation. The second directorate also has four functions and commensurate divisions involving research and development; community service development; information systems and research strategy development; and student creativity development. Similarly, the fourth directorate encompasses higher education institutions; student activities and organizations; community empowerment; and higher education development assessment.

It is the third directorate that focuses on teacher training. There are four divisions, each with four subdivisions as described below. The purpose of this directorate is to develop educational and university staff:

1. Primary school teacher education
2. Junior and general secondary school teacher education
3. Kindergarten and special education teacher education
4. Higher education staff

The first three divisions parallel each other in their structure and function. Each has a subdivision for curriculum and teaching system development; educational staff recruitment; partnerships; and evaluation. The fourth division has subdivisions for recruitment; manpower development; supporting staff development; and positions and ranking. The four divisions deal with both pre-service and in-service programs. Although the regulation explains the functions of these departments in general term, as with the entire document, it is expected that more detailed regulations will be issued by the DirGen. In each case the functions are to research, design, implement and monitor/evaluate programs and policies.

Chapter five covers the organization and functions of the Directorate General of Non Formal Education, Youth and Sports. In addition to the typical functions of the secretariat, the line directorates include non-formal education; youth education; sports education; and technical staff. Once again, the decree provides a pro-forma definition of structure and responsibilities using the same definitions as provided in earlier sections but changing the target audience within the definition. The director of non-formal education has four divisions each organized with the same four subdivisions – programs, curriculum, facilities, and management. The four subdivisions provide services for pre-school, non-formal primary education, women's education, and continuing non-formal education. The subdivision for administration supports the usual range of responsibilities dealing with data, finances, personnel, and others.

The directorate for youth education has four divisions dealing with each subdivision again dealing with program, curriculum, facilities, and management. These divisions are comprised of youth enhancement, youth attitude, youth skills education, youth education utilization. The subdivision for administration is the same as described above.

The sports education directorate has divisions for sports programs; pupil and student sports cultivation; socialization of community sports; and sports facilities. Each is comprised of four subdivisions and the administrative subdivision supports the directorate in the same manner as the previous ones.

The final directorate focuses on technical staff. The four divisions include technical staff planning and utilization; standardization of technical staff; professional development for technical staff; and education and training for technical staff. No definition is provided as to which personnel comprise technical staff. The subdivision for administration follows the model.

Chapter six covers the Directorate General of Culture. This seems to be in conflict with Law No. 22 of 1999 where a separate Ministry of Culture was created. No discussion will be provided here.

On a level with the Research and Development Board, the subject of Chapter Seven, is comprised of centers for policy research, curriculum, education statistics, innovation, and testing. In addition to its secretariat, the administrative arm of the board, each center is responsible for research and development in education. Each center has its own division for administration and four operating divisions. The divisions are outlined as follows:

Policy Research Center:

- Learning and Teaching Research Division
- Educational Management Research Division
- Educational Manpower Research Division
- Educational Environment Research Division

Curriculum Center:

- Kindergarten and Primary School Division
- Junior Secondary School Division
- General Secondary School Division
- Vocational Secondary School Division

Educational Statistics Center:

- Primary School Division
- Secondary Education Division
- Higher Education Division
- Information Technology Division

Innovation Center:

- Primary Education Division
- General Secondary education Division

Vocational Secondary Education Division
Non-Formal Education Division
Testing Center:
Academic Achievement Division
Psychological Evaluation and Selection Division
Quality Monitoring and Control Division
Data Analysis and Training Division

The decree feeds back definitions of responsibility in a manner, which are not informative. For example, the purpose of the division for junior secondary curriculum development is to develop junior secondary curriculum and Paket B curriculum (used to deliver non-formal education programs). Thus, the decree establishes the organizational structure but sheds little light on each division's specific responsibilities.

There are an additional six centers that report directly to the minister and the subject of chapter eight. Again, the definitions of structure and responsibility are pro forma and much is left to interpretation. The names of these centers suggest a continuation of their functions as defined under the 1984 structure and subsequent regulations. The six centers include the Center for Personnel Education and Training; The Indonesian Graphics Center; The Center for Books; The Center for Physical Fitness Quality Development; The Center of Language; and The Center of Archeology. Each has a division for administration containing the usual structure and function as described earlier. Each contains two line divisions further classified into subdivisions. As with previous definitions it is likely that the minister in this case (and the appropriate directorates for those discussed above) will issue further detailed regulations based on changes recommended by each center after meetings are completed within appropriate departments and divisions. Thus, it is expected that further decrees will be issued over time to make clear specific regulations and operating procedures for the entire ministry.

Chapter nine defines the tasks and functions of the Expert Staff, a structure that reports directly to the minister. The decree does not mention if these individuals are drawn from an existing employee pool, are outside consultants, or separate staff. The role of expert staff is to conduct observations, assessments, and provide suggestions for problem solving to the Minister within the scope of responsibilities of the MONE.

Chapter ten covers work procedures. It states that every leader of an organizational unit is obliged to apply principles of coordination, integrity and synchronization as well as work together either internally or externally for the Minister. Further, every leader is to supervise, report on their activities to their supervisors. Chapter 11 further states that until such time that authority is transferred to autonomous regional bodies, all technical units continue to report to the Minister. Chapter 12 states that all tasks and functions that are implemented in previous decrees dating back to 1980 remain in force until this decree is officially recognized. Chapter 13 states that once this decree is declared effective, all previous decrees relating to topics in this decree are voided.

There are two classifications on the master organization chart in Annex One that are absent from the discussion. First, there are three boxes each representing the provincial, district and sub district offices of MONE. This would indicate that although education at these levels are to be managed by autonomous offices reporting into these levels, the ministry still plans to maintain these offices. It is yet unknown what function these offices will serve and what responsibilities will be passed to autonomous educational offices representing these lower levels of government. This is likely the reason for Chapter 11 through 13, which appears to set the framework for the transfer of authority, based on the decentralization laws.

Second, public higher education and private higher education coordination have boxes represented. No explanation of the function of these units is provided. These also appear on the 1984 organization chart and it is likely that pre decentralization regulations will apply until they are replaced.

On September 5, 2000, the Minister of Home Affairs issued Circular 118/1379/PUMDA addressed to all governors and bupati/walikota through Indonesia dealing with the implementation of laws 22 and 25. In it, the minister declares that regional autonomy may be implemented beginning on 1 January 2001. Regional governments must prepare an implementation plan in accordance with the President's Decree No. 234/M/2000. Also a regulation on both laws must be completed no later than December 2000. The Circular provides details concerning the organization of the implementation plan. Phase One is to be completed by December of 2000 and include:

1. Restructuring of authority of the central, provincial and kabupaten/kota
2. Institutional restructuring in accordance with the new authority
3. Personnel restructuring
4. Assets and documentation reallocation
5. Fiscal decentralization preparation arrangements including the General Allocation Fund
6. Regional capacity development

To ensure coordination of these activities the following organizational structures are to be implemented:

1. Tim Kerja Pusat works full-time at DPOD Secretariat to provide consultation services for Tim Kerja Daerah, individually or collectively by telephone, correspondence or face-to-face.
2. Tim Kerja Daerah works with the Provincial Secretariat or Kabupaten/Kota Secretariat to finalize the preparation of and consultation on the drafts of authority and organization, PERDA and phases to accomplish personnel, assets, documents and RAPOBD restructuring.
3. Consultation may be undertaken at each region on a required basis.
4. Centers for activity coordination are located at each level of government's secretariat.

Presidential Instruction No. 16 of 1999 announced the change in the fiscal year of the Government to coincide with the calendar year. Implementation is to begin in 2001. This will create a shortened fiscal year for 2000 which began on April 1 and will end on December 31 of 2000.

Since August of 2000 there have been numerous activities in the education sector to deal with decentralization. Provincial governments have requested that kabupaten level governments present their needs at a general meeting. The same is true where kabupaten-level governments have requested kecamatan to attend meetings to present their needs and ideas. Current educational heads of the kandep (district level office of the MONE) know their jobs are in transition and some are preparing to support the education efforts of the bupati where once they reported to the provincial head of education of the national government. These individuals are relying on educational inputs from kecamatan and it has been evidenced on the REDIP project that TPK representatives within each kecamatan have been asked to prepare a statement of their educational needs.

The province of Central Java may serve to better understand how the transition to decentralization is being implemented. As of February 2001, 12 of the 35 kabupaten made the transition to a decentralized system. Each used a general mechanism to achieve this transition. Each bupati established an SOTT or Struktur Organisasi, Tata Laksamia Tim while the district

parliament established a POT or Pansus Organisasi, Tata Laksamia. These teams worked together to design the district-level and tentative organizational structures and job descriptions for all sectors including education. Local parliamentary meetings were held to approve recommendations by these groups. Once approved documents were submitted to the bupati for final approval. Thus, each of the 361 kabupaten throughout Indonesia should complete this process sometime during the transition period. The results will yield structures that are different for each kabupaten. **Figure 5** shows a typical structure approved by the parliamentary committee and the bupati of Semarang kabupaten.

Semarang Kabupaten Organizational Structure

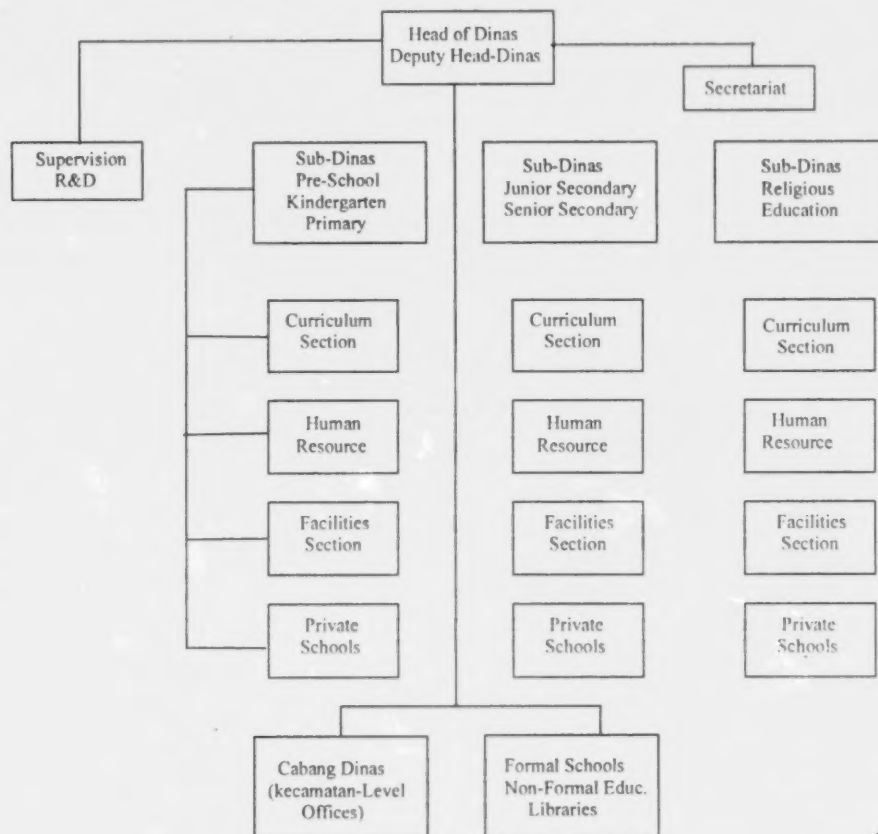


Figure 5

The structure for the education portion for Semarang shows three sub-dinas units reporting directly to the head of the dinas for education. The first deals with pre-school, kindergarten and primary education; the second deals with junior and senior secondary education; and the third deals with religious schools. Individual schools report through the UPTD office to the head of dinas. Also, kecamatan-level offices report through Cabang Dinas to the head of dinas. A separate unit dealing with supervisory and R&D functions also reports to the head of dinas. It is significant to note that the reality of the situation reflects reassignments of Kanwil, Kandep and Kancam staff of MONE to different parts of the new Dinas office for education. These staff are now employees of the district or kabupaten government. For example, the former head of a the Kandep in Semarang kabupaten now serves as the deputy head of dinas. Further, where MORA and junior/senior secondary education were separated from primary education under the former system, these activities are now merged under one management structure. This should lead to

more efficiency in the management of education as well as a significant reduction of MONE staff. Even with the transition completed in these 12 districts, many questions remain unanswered. Such issues as payment of salaries to former MONE staff, integration of the budgeting and financing process, and procurement need to be worked out.

For now, the current education laws, rules and regulations remain the guiding principals for education, and it remains to be seen if they will serve this new structure effectively. Any new district-level executive decisions about education must conform to the current regulations. The national government is planning to issue a new education law that is now being defined by a new committee appointed by the Minister of National Education. It may take a year or more to finalize it so that until then any change in educational management must continue to conform to present law including numbers 22 and 25 of 1999. It is difficult to predict how the new laws will change the structure and process of education. In the meantime, districts may continue to plan for transfer of educational staff and assets; develop an educational financing system; consolidate and strengthen existing structures such as the Dinas while creating new structures to improve management and transparency. It is in light of these accelerating changes that recommendations are being made in this paper.

IV. Discussion and Recommendations

Procedurally, the current laws and regulations of Indonesia are in force until such time that the national government changes them. Even when pertaining to decentralization, all laws and regulations passed by branches of government at the provincial and district levels must be in line with existing laws and regulations at the national level. Therefore, the new education law anticipated in late 2001 or 2002 would set into place a new framework for national, provincial and district governments to establish a modified system for education. In the meantime, Laws No. 2 of 1989, No. 22 and No. 25 of 1999 and their supporting decrees and regulations represent the current framework for governments to establish a decentralized system of education.

For example, before the new education law is issued, many districts will have a decentralized system in place in accordance with the circular 118/1379/PUMDA issued by the Minister of Home Affairs in 2000. Teachers, formerly employees of the national government, are likely to become employees of the district government. Still national and district laws and regulations pertaining to civil servants will continue to apply. The new education law may treat teachers differently than other civil servants by creating a new class of employees. When and if this happens, existing regulations will need to be amended or voided and replaced by new ones. It is within this framework that analysis and recommendations will be made.

4.1 Governance, Organizational Structure, Management and Supervision

An interesting starting point is with an examination of the decree dealing with the restructuring of MONE issued in early 2000. **Figures 6 and 7** show the organization charts for MOEC in 1984 and MONE in 2000. Little difference can be seen between the two structures suggesting that until such time as roles and responsibilities for education at the national and provincial levels are more clearly defined, MONE wishes to preserve as much of its responsibility for education as reflected in the minimal changes demonstrated in its new structure. It is likely this structure will change dramatically when the new education law is issued.

There will be a de facto restructuring if the Ministry of Finance follows through with its pledge to reduce MONE's budget significantly over the next two years. This will require that MONE reduce the number of staff it employs. Many will take advantage of retirement incentives while others located in Kanwil, Kandep and Kancam offices will likely seek to become employees of the Dinas offices that are part of the district and sub-district structures. The Kanwil P&K office is likely to be preserved so that it can continue its role as implementor of national policy; however, this role will diminish over time as will the number of staff. One key role may deal with inspection, which is conducted from Kandep, Kanin or Kancam offices reporting to the Kanwil. There are now examples of many of the 361 kabupaten taking steps to meet the requirements of the first phase of circular 118/1379/PUMDA. Some may be ready to move to the next phase of decentralization soon after the January 1, 2001 date. They will need to demonstrate they have prepared plans for reallocation of assets, staff and implementation schedules. Others will be delayed especially in newly created provinces. The next two to three years will, therefore, serve as a transition period from the current educational system to a decentralized system, with kabupatens assuming more responsibilities throughout this period. Each is likely to evolve into a somewhat unique system of education incorporating national regulations into a more locally responsive and locally managed system. This assumes no retrenching will occur.

What can be done now to effect the transition and ensure that new locally prepared regulations are both in line with national requirements and yet are responsive to local needs? And, what might be the new and different role of MONE in the educational system of Indonesia? MONE should focus on four areas. First, it should establish minimum standards that the educational system must meet to satisfy national development. Second, it should serve to ensure access and

equity across the nation so that poorer districts can acquire resources from the National Government to match resources in richer communities. It should ensure equity also in terms of special needs groups such as the handicapped, ethnic minorities, and other targeted stakeholders. Third, MONE should provide support to educational systems so they can do a better job in planning, implementing, monitoring and evaluating education. This can be done by establishing centers for research and development; offer programs for professional development; and establish incentive systems for high achieving systems. Fourth, MONE should maintain a national vision for education.

Organizational Structure of MONE 2000

Minister of National Education

Expert Staff

Inspector General's Dept.

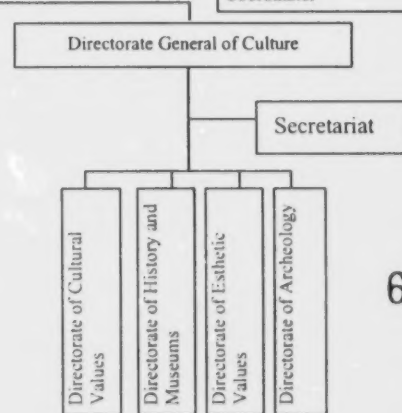
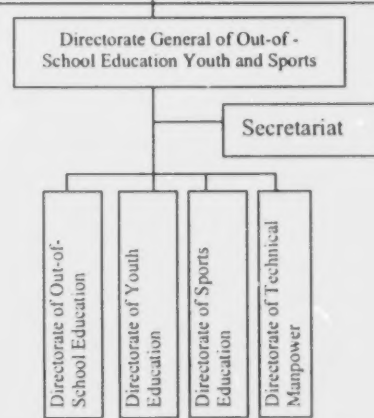
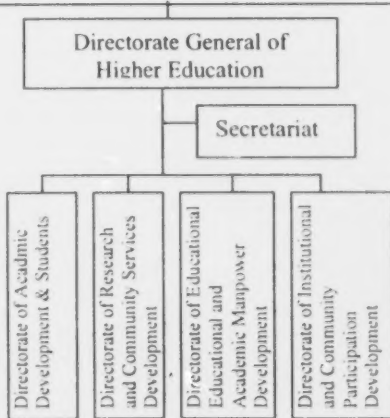
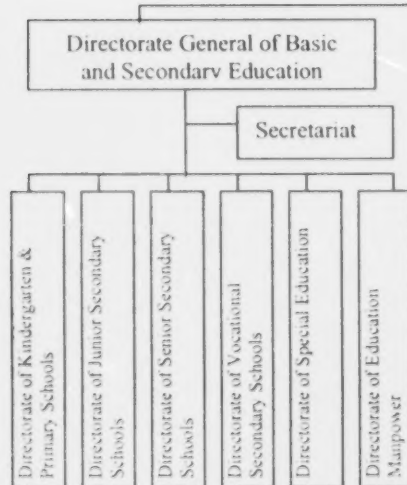
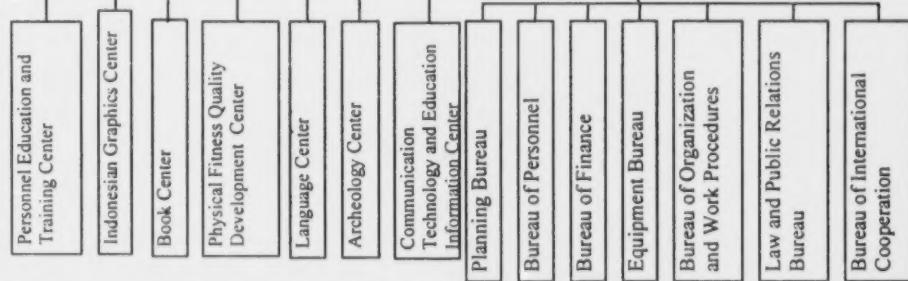
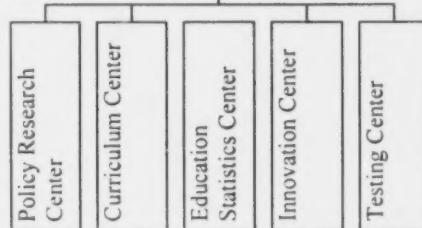
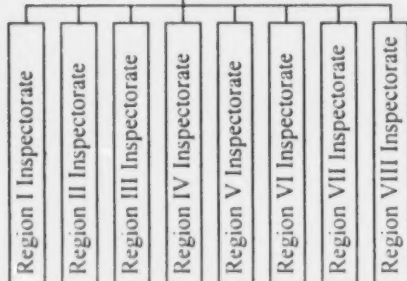
Research and Development

Secretary General's Dept.

Secretariat

Secretariat

General Affairs Bureau



Public Higher Education

Provincial Education Office

District Education Office

Sub-District Education Office

Private Higher Education Coordination

Figure 7

Organizational Structure of MOEC 1984

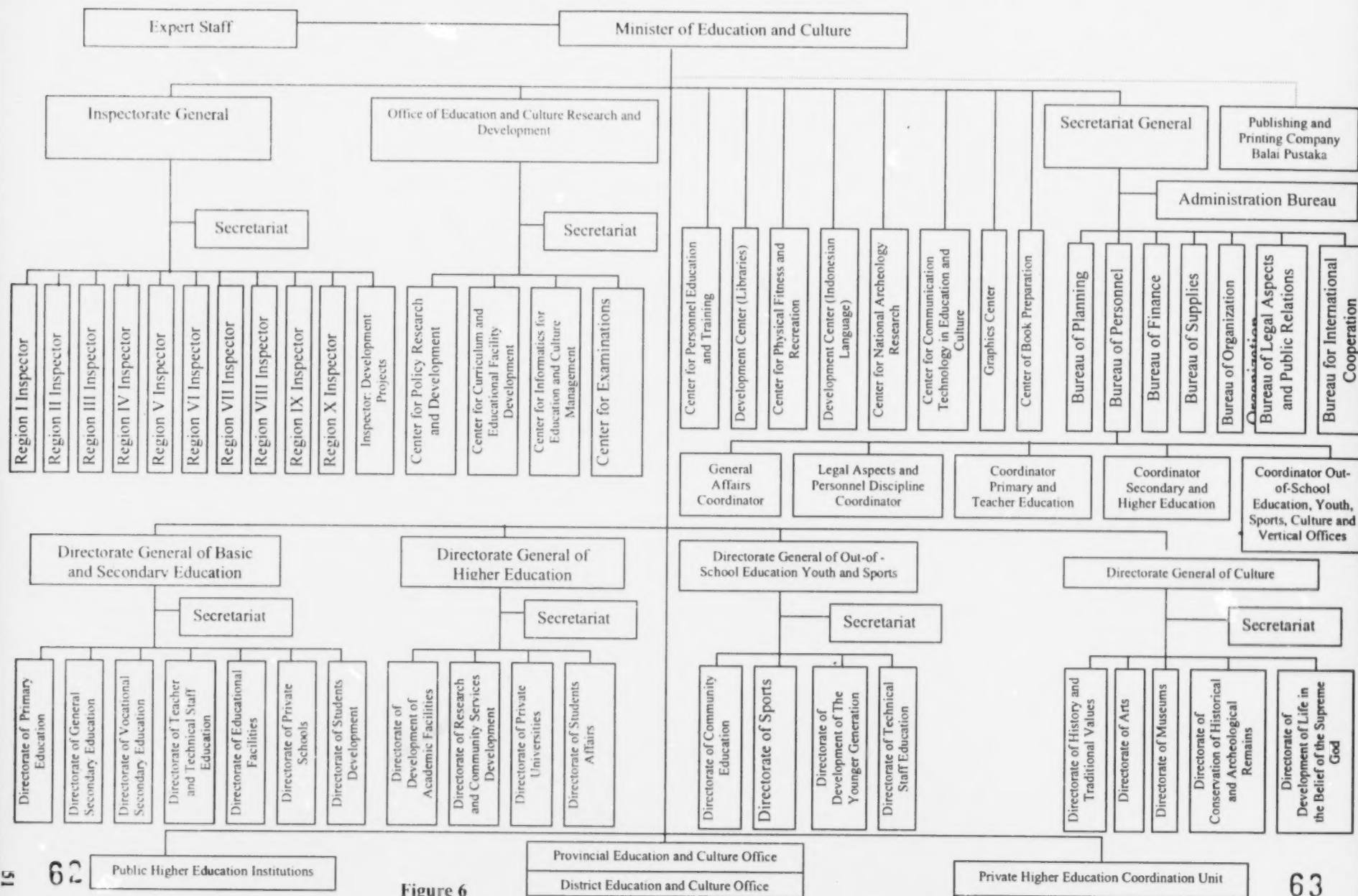


Figure 6

One such vision is to improve the role of community in the governance of education. The new education law could require establishment of district school boards that are responsible for educational governance. Also, it could establish public awareness campaigns to create transparency in financing and decision-making.

It is likely that MONE will want to maintain as much control over standards pertaining to all aspects of education. It should develop these standards against two criteria. First they should be minimum standards that district school systems may meet and exceed. Second, they should be just that – standards – leaving methods for achievement to the district. For example, national curriculum minimum standards may dictate the level that students must demonstrate competency, but leave it to the districts and schools as to how teachers will teach and evaluate performance as well as what textbooks and instructional materials it wishes to use.

It is a given that the diversity of Indonesia is reflected in the number of languages spoken, religions practiced, and economic development differentials across the archipelago. It is the national government's responsibility to ensure that equitable treatment is meted out to those who are less fortunate or have barriers that prevent them from participating in education. Through laws and regulations, the national government can balance the inequities experienced in education thus ensuring equal opportunity for all. Many schools have barriers that prevent the handicapped from attending certain schools. Some schools have few students who speak Indonesian as their first language. MONE is able to remedy these inequities more effectively than can provincial and district governments.

MONE's national perspective can also look at research and development in education as a national priority, comparing and contrasting differences across districts and provinces. By emphasizing its role to foster practical R&D it may encourage local school systems, universities and NGOs to engage in the process of problem identification and solution. Once again, MONE is in the best position, with the support of its Board of Research and Development or *balitbang* to take leadership in this effort. Results can serve to keep the public informed of the country's educational health as well as lead in establishing a national vision for where the country is moving and how education can support national development.

From the districts' perspective, the lesson may be learned that the system needs to move from being less a political structure into more of a social structure where leadership comes from the community, not the government. There are some indications that the new education law will establish district-level school boards. The question arises as to how much authority they will have, to whom they will be accountable, and what will be their range of responsibilities. The creation of the district boards is an opportunity to de-couple education from politics and re-couple it to social development. Districts will have to wait to see how governance will be managed; however, they need not wait in developing boards of education at the district level to link with the political structure of the *dinas*.

During the transition period, the district governments should investigate which structures at the district and sub-district levels can have a positive impact on education. Committees were established under ministerial decree to implement the block grant and student scholarship programs. Similarly, the BP3 was created as a sub-district and school level organization to support schools. The Local Development Council or *Lembaga Ketahanan Masyarakat Desa* (LKMD) is a village level organization funded by the Ministry of Home Affairs to improve infrastructure of villages including schools. Districts have the authority under existing regulations to more clearly define the roles and responsibilities of these organizations. BP3, for example, is clearly defined in national regulations, but does not exercise the amount of potential authority it is given. Districts can issue supporting regulations to encourage more effective participation of these and other community or social structures.

Ultimately, governance, management and supervision of education will be divided between MONE and the districts (see **Figure 8** illustrating the political structure discussed in the following paragraph). The Kanwil P&K (national education office at the provincial level) should have a significantly reduced role in supporting MONE at the provincial level. The Dinas Education or P&K office at the district level reports to the bupati (the political leader at the district level). In urban districts or kotamadya, the political leader is the walikota) while the sub-district office (cabang dinas) reports to the Camat or sub-district leader. It is this Dinas P&K office that will handle the executive authority for district education on behalf of the bupati. It is likely the MONE district office, the KandeP, will be merged with this Dinas P&K office while the MONE sub-district office or Kancam will be merged with the Cabang Dinas office. Still the legislative and executive activities will be created at the national and district levels with support for implementation at the provincial and sub-district levels. It is unlikely that provincial governments headed by governors will play much of a role other than by providing finances to lower level educational organizations. This, however, remains to be seen. It is recommended that the provincial government role is limited to supporting education rather than in educational governance, management and supervision.

Political Structure for Education

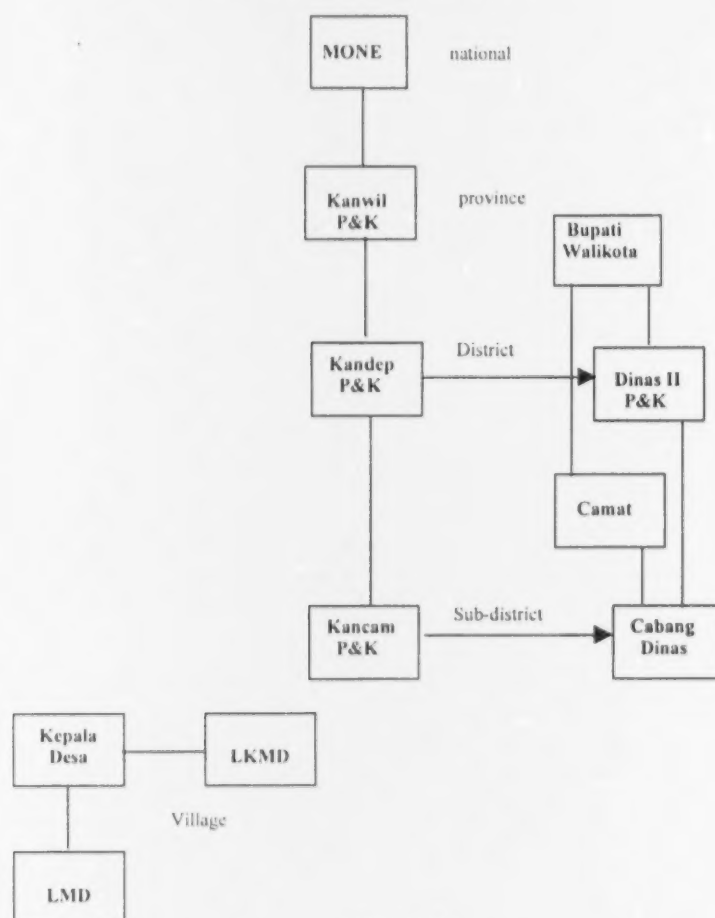


Figure 8

Finally, the village level government is separate, and its involvement in education is potentially through the LKMD. This agency is funded by the Ministry of Home Affairs and committee members are locally elected. Funding is provided to improve village infrastructure such as

roads, bridges and buildings. Currently, schools don't benefit from this but could. Basic school infrastructure including playing fields, bridges from roadways to school land, and other such capital investments could be funded by LKMD providing greater advocacy were present within its membership. Also, under REDIP, Village chiefs have participated in Menu A activities, and their understanding of educational need can be communicated to the formal village committee, the Lembaga Musyawarah Desa (LMD). Additional resources could be acquired through closer ties to these structures at the village level.

Specific Recommendations

1. Use the new education law to redefine the structure, function, roles and responsibilities of MONE including regional offices so they fit the new reality of decentralization and reflect the significant cutbacks that will be required in personnel and their duties.
2. Under the new education law, define structure, function, roles and responsibilities of provincial level education office in each province.
3. Under the new education law, define structure, function, roles and responsibilities of district level education office in each district.
4. Review all new and future regulations at national, provincial and district levels to determine if they support new laws and revise if necessary.
5. Review the inter-relatedness of the regulations at each level to determine if there are conflicts and gaps and revise to ensure seamlessness of the system and that the system reflects the intent of decentralization.
6. The new law and subsequent regulations should reflect a shift in governance and management of education. This shift could be toward balancing political and social authority for education.

4.2 Student Personnel

Most of the regulatory process deals with issues related to education, but few regulations deal directly with students. Most issues that directly relate to students are dealt with at the school level. Schools take responsibility for determining rules for discipline, homework, and general requirements for behavior. National laws and regulations deal with the rights and obligations of students, age requirements, transition to the next levels of education, special needs populations, and school uniforms. This applies to both formal and non-formal education.

In its capacity to ensure educational equity, laws and regulations at the national level should continue to address the needs of targeted audiences such as the handicapped and ethnic minorities. Given the low responsiveness of the national system to these needs, it may be that such regulations should be examined more closely and include better enforcement. PP No. 72 of 1991 deals with special education, a topic not addressed in this paper; however, it is suspected that the PP and supporting regulations fall short of meeting the requirements of the special needs community.

The national government may also decide on minimum performance standards that students must demonstrate at key junctures of their education. This might mean that by the end of primary education students are to be able to read at a certain level, perform certain mathematics functions and demonstrate understandings related to various real world situations. Committees comprised of educators and business and community members who have a vested interest in education may determine these standards. This topic is better served under sections that follow this discussion.

The district's role in providing regulations governing students is likely to be minimal. Using the national regulations as a baseline, the districts may wish to "raise the bar" to exceed those regulations. Further, due to specific or unusual circumstances within a particular district, specific regulations may be required. For example, a district may wish to institute a special food-for-education program to discourage high dropout rates. Overall, it is likely that the regulation of student behavior and other student issues should be left to the school, with simple guidelines being provided through regulations at the district and national level.

Specific Recommendations

1. Review all policies currently in force that deal with students to determine if they fulfill the range of requirements, and prepare regulations that redefine regulations that pertain to specific student needs.
2. Under the national regulations include specific examples (pedoman and pola) of good models of student management for districts, sub-districts and schools so they adopt better techniques in use of discipline, dress, and involvement of students in certain decisions about their education.

4.3 Program, Curriculum, Instruction and Resources

The major criticism of the last curriculum modification in 1994 is that it attempts to cover too many subjects in too little time. Whereas the emphasis is on breadth there can be almost no depth, a key consideration if students are to understand what they learn. Recently, there have been calls for curricular revision so that the number of subjects is reduced and that teachers spend more time covering topics in more detail. The February 23, 2000 issue of the Jakarta Post quoted the Minister of Education as saying, "The idea is to squeeze down the number of classes to three major subjects that actually cover all important aspects of education." This, however, belies two more serious considerations. First, under decentralization, should the role of the national government be significantly reduced in determining detailed curriculum and supportive instructional resources? Second, even if more time is given to teach relevant subjects, who is to ensure that teachers will change how they teach so that higher order learning takes place?

Now, the Curriculum Center of MONE is responsible for developing the detailed curriculum for 80 percent of what is to be taught in schools while the Kanwil office in each province determines the local content topics that may be chosen by districts. This represents the balance of 20 percent of the educational program. In addition, schools in the OSIS program supervised by teachers and implemented by students, determine truly local content. Textbooks are developed at the Textbook Center. In 1996 the World Bank instituted the Book and Reading Development Project that was to introduce privately developed textbooks into all junior secondary schools. The role of the Textbook Center was to change to provide textbook quality oversight and information dissemination about available textbooks to schools. Finally, although not covered in formal ministerial regulations, the concept of student active learning has received a great deal of attention as part of Curriculum 1994 and various World Bank projects. Although known by educators, it is not really understood. The integration of student active learning as an instructional methodology needs to be aligned with intended outcomes of the curricula and then student assessment needs to be aligned to measure achievement of those outcomes. Assessment will be discussed later, but for now, the mix of curriculum, instructional resources and instructional methodology needs to be addressed as a seamless concept to ensure that impacts on learning are achieved.

With regard to curriculum, instruction and resources, the role of MONE needs to shift from that of development to ensuring national minimum standards are achieved. Using the concept of backwards planning, MONE needs to determine the necessary outcomes of the educational system in order to meet national economic, social, political and environmental sector requirements. From this perspective MONE can then establish minimum outputs necessary for each level of education. The educational outputs should be expressed in minimum performance standards. This means they can be measured and thus have the same meaning to all who view them. The role of districts is to convert national standards into curriculum leaving the decision on how to implement the curriculum to school clusters and school communities. As a shared responsibility, districts and school clusters may determine the types of resources such as textbooks (produced in the private sector), libraries, laboratories and other technologies that will be used. How they are used to meet national standards can be determined at the school cluster level. This allows the system to build on the BP3/MGMP/KKKS and other community level organizations already established.

It is, therefore, recommended that MONE get out of the business of producing curricula and textbooks and, instead, establish national standards as well as a commensurate monitoring and evaluation system for national educational performance. This sets into place its responsibility for measuring whether standards are being met through some form of national assessment system that may serve to replace the EBTANAS system. Districts and school/community clusters are charged with the responsibility of implementation in concert with the demand for

decentralization and the concept of school-based management. This can be expressed clearly in the new educational law with regulations prepared by national and district educational governing bodies. Such a change would serve as a major shift from current practice. This would apply to public and private schools as well as those supervised by MORA.

Thus far the discussion has pertained to formal education. Regulations do cover non-formal education as a parallel system of basic education. Paket A and Paket B programs allow school leavers through to the age of adults to re-enter the system of education by completing certified programs for primary and junior secondary education. Those that are within the proper age groups may complete Paket A and cross over to formal junior secondary education. These programs have separate materials and assessment system. Programs also allow the integration of employability skills development as part of the curriculum. Once again the concept of national standards may be employed with the responsibility of non-formal program development and implementation being decentralized to the districts. In this manner, districts may choose to further integrate non-formal education into the formal system or to make it even more responsive to labor market demands as well as extend it to include senior secondary education in preparation for tertiary education.

One final program needs to be addressed – junior secondary SLTP Terbuka. SLTP Terbuka is a concept that is well intentioned since it is designed to serve under-served stakeholders such as those living in isolated areas, those who are too poor to attend school or those who work in the morning. Its record of success has been less than stellar with statistics that reflect a significantly high dropout rate. Also, given its structure the quality of the programs seems to vary considerably across the nation. It is suggested that the concept be maintained, but that MONE review how the program can be better implemented. It is likely that the program would be better managed if made the responsibility of districts to design and implement so they are more responsive to local need. The future law may wish to address different and expanded options for how SLTP Terbuka could be structured, managed and financed possibly through national grants, with the aim that district systems would choose, design and implement models that were most relevant. The national system would monitor and evaluate these programs and publish results so that dissemination of such information could be reviewed and adopted by other district systems.

Specific Recommendations

1. Under the new educational law redefine how MONE is to be involved by establishing national standards as well as changing its role in developing textbooks to one of quality oversight.
2. Increase the role of the district government in developing curriculum, instructional materials, and utilizing student-centered instructional methodologies. Encourage the development of a system that privatizes the development, production and distribution of textbooks directly from the publisher to schools.
3. Reestablish regulations for the Sekolah Terbuka to makes its function more effectively and efficiently.
4. Reassign the responsibility for design and implementation of Paket A and Paket B so that the program is more responsive to local needs. The national regulations should establish program standards as well as set higher standards for program facilitators.

4.4 Assessment and Evaluation

The scope of assessment and evaluation covers four levels of the educational process – student learning, curriculum implementation, professional staff including teachers, and the school unit. At the student level assessment is conducted by teachers in the classroom, by cawu or end-of-trimester tests prepared by MGMP teacher clusters, and by using standardized tests prepared by the National Testing Center of MONE and administered at the end of an education cycle (primary, junior secondary, and senior secondary). The balance of evaluations are conducted by school supervisors and assigned by MONE to Kandep or Kancam offices.

Forms have been developed for supervisors to use in the evaluation. Regulations specify that supervisors are to visit each school at least three times yearly. Under decrees issued in 1996 and 1998 (Ministerial Decree No. 118/1996 and Ministerial Decree No. 020/1998 and not addressed in this paper), junior and senior secondary education supervisors' roles were redefined. The focus of evaluation was on subject matter evaluation shifting their roles from administrative to academic specialists. This has created numerous problems since there are an insufficient number of trained supervisors to serve as academic evaluators. This has complicated an already difficult situation where supervisors visit most schools no more than one yearly. Many schools report no visits in a school year.

Teachers use testing as the primary type of assessment in the classroom. The EBTANAS test measures student knowledge and some skills related to the mandated national curriculum. These scores are merged with caturwulan or end-of-trimester examinations (cawu) tests to form the NEM score for students. Schools at the next level of education use the NEM to determine student ranking and selection. Thus, the combination of the cawu and EBTANAS forms a high stakes testing system for students. It is "high stakes" because the better a student performs on the EBTANAS the better the school he may attend at the next level of education.

The role of the supervisor is key to an effective monitoring and evaluation system. Results of their evaluations along with some form of national and district testing systems may form the basis for determining the quality, relevancy and overall effectiveness of education at different levels from the school level to the national level. Therefore, the formulation of laws, regulations, policies and procedures are critical in developing an effective evaluation system that provides data about the national system at one end of the spectrum, and data concerning student learning at the other. At the student end, it has been recommended that MONE develop performance standards and that the National Testing Center develop a system for measuring student performance against these standards. As performance standards, the tests will focus more on the measurement of skills acquisition and understanding rather than knowledge which is the current basis of measurement of the EBTANAS. This needs to be coupled with continuous performance assessment by teachers in the classroom, and regulations may suggest that teachers use more *authentic assessments* in addition to tests in the classroom.

The changing role of national testing will refocus the emphasis on high stakes testing and selection of students for better schools. Instead, testing will measure achievement in relation to national standards and reports will discuss how the educational system is doing. This shifts the discussion from individual students to discussions about the achievements of the educational system at different levels. The affect will be to diminish emphasis on the students and their need to do well for the sake of placement and increase emphasis on how well the educational system is doing in relation to national need. This is a much more worthwhile use of national testing.

The nature of the evaluation of professional staff should be linked to a certification system and as a means to use evaluation as a process for improving performance. The Akta certification for teachers is awarded as part of the diploma award given by teacher training institutions. Other

technical staff such as librarians are certified in a similar manner. Principals are not required to complete a degree in school management prior to appointment and no formal certification system is in place. Supervisors conduct staff evaluations for the purpose of awarding promotion points, and in most cases this is the focus rather than as a means to improve performance. It is recommended that the pre service professional staff certification system be examined and improved introducing pre appointment principal certification as part of this system. The supervisors' evaluation system should then be reoriented to serve as a tool for improving teaching with less emphasis on securing the completion of an evaluation form. Thus, the role of the supervisor and the principal as well is to improve the quality of teaching. A separate certification system should be created for all professional staff that starts with a pre service certification requirement and then upgrades to certification throughout the career of the educator. This is closely linked to the discussion that follows in the next section.

Supervisors, in their evaluation of schools, should be linking this evaluation to school accreditation. The current system of accreditation has three levels and pertains to private schools – equalized, recognized and registered. Government schools are considered accredited since they are established in alignment with current regulations. The role of the supervisor is to make sure they stay that way. While equalized schools are considered “equal” to government schools, registered schools fall well below standards of their public counterparts. The role of the supervisor has been to evaluate public and private schools against regulations and to classify private schools according to the three levels mentioned. Given that the role of supervisors has been changed to focus on academic issues and given the infrequent number of visits made to schools, accreditation does not really mean much in the Indonesian context. School evaluation needs to be reviewed and accreditation must be redesigned so that it establishes a framework for how schools are to be evaluated. The accreditation system needs to include an element of self-evaluation by local stakeholders, school-level plans establishing goals and objectives, school improvement planning, and a system for appropriate and timely external evaluation. Such a system needs to apply to all schools – public and private, religious and secular. And, the system needs to be applied equally to all schools. Accreditation must have meaning and schools that are not accredited should be given sufficient time to improve so they meet the accreditation standards. If they do not, then they should be closed.

The tone of this section emphasizes the need for assessment programs that improve the performance of system components rather than obtaining information that will be used to make decisions about individuals. Although some vestage of performance evaluation is required of those stakeholders within the system, the greater purpose of the types of assessment discussed here is to provide information through evaluation to improve the quality of system performance.

Specific Recommendations

1. Review the concept of external student testing as a means to place them in the next cycle of education. Instead, develop a minimum competency testing system that reflects national standards of educational competencies to be achieved at different levels of education and measure how the system is doing in relation to these standards.
2. Review and redesign a realistic system for professional staff evaluation and link it to upgrading and entry-level certification for each professional education category. Also, review the Akta certification system to align it with more realistic entry level standards for professionals including school principals.
3. Develop regulations at the national level that specify a professional evaluation system conducted by supervisors and principals to improve quality performance of school-level professional staff. Such a system should be process oriented and designed to build trust

between the evaluator and those being evaluated. The purpose is to improve the instructional system rather than to grade the professional.

4. Establish a system for evaluating formal and non-formal programs and curriculum focusing on quality improvement. The purpose is to provide a mechanism for continuous improvement of curriculum and instructional materials.
5. Establish a school level evaluation system that provides more realistic and comprehensive measures of school quality and when aggregated can provide measure of the health of education at the district, provincial and national levels.
6. Develop an evaluation system for school accreditation using the same standards for all schools and ensure that those schools that do not meet those standards must either improve within a specified period of time or close.
7. Develop regulations that create a sufficient number of supervisors, some for program content, some for evaluating school quality, and some for evaluating and improving performance of professional educators.

4.5 Educational Personnel

Educational personnel may first be classified as either civil servants of the national government, non civil servants hired by government schools as part time staff or non-permanent staff, and those hired by yayasans as private school employees. Second, the regulations identify professional staff by job titles such as teacher, librarian or laboratory instructor for example. Third, each civil servant progresses through a rating system within each job title based on evaluation points received resulting in higher salaries and more benefits. Policies for private school personnel and part time staff do not follow the same system as civil servants. Primary school personnel have different designations than junior secondary personnel in some cases. Primary teachers, for example, are classroom teachers while junior secondary teachers are subject teachers.

Primary teachers are now expected to have a minimum of a D2 diploma (two year post secondary education) awarded by a teacher training institution that also awards teacher certification or Akta 2 (A2). Junior secondary teachers are now required to possess a D3 and A3 certificate. Those who conduct Paket A and Paket B programs need not be civil servants but do need to meet certain basic certification requirements. Principals are supposed to be certified as teachers but have no formal training as principals. When selected they are supposed to receive several months of training as a principal. Sometimes this training is not provided and most of the training that is involves learning about management and administrative duties. Little emphasis is placed on principals as educational leaders within their schools. Other specialists such as librarians are to be certified in their fields as well. These regulations are clearly specified in the various laws and decrees. MORA schools are required to implement the same regulations as those that apply to secular schools.

During their tenure, professional staff are to be evaluated by principals and supervisors who recommend rating points that lead to promotions within their job classifications. The weakness of this system has been discussed. Professional staff development programs have and continue to receive in-service training funding mostly through external bilateral and multilateral loans and grants. In order to meet revised higher standards for teacher qualifications, both the Government and the World Bank have funded teacher-upgrading programs mostly provided by the Open University or Universitas Terbuka (UT). This was done so that teachers could continue to teach while studying. In most cases D1 primary school teachers received an additional year of training to meet D2/A2 qualifications while junior secondary teachers progressed from a D2/A2 to the D3/A3 level.

Regulations also provide for professional on-service development through the MGMP and KKKS programs. This unique system requires that teachers within school clusters and across districts meet regularly, primarily to focus on improving classroom-teaching practices (MGMP). Principals follow a similar program under KKKS. Clusters are to bring together public and private schools, religious and secular schools in a mutually beneficial process of shared ideas and best practices and use outside consultants or guru inti in their development. Although well intentioned, in reality these programs have been less than successful. Staff tend to focus more on management and administration rather than professional development. Because of low funding for these programs, MGMP and KKKS do not meet as regularly as intended. Also, many clusters have experienced little interaction among secular, religious, public and private schools.

Another shortcoming of the system is directly related to school funding. In order to secure sufficient staff for a school, many non-permanent or part time teachers are hired at very low wages, thus affecting the quality of educational programs. In some cases, qualified civil servants will establish private schools operated in the afternoon so they may generate additional salary. These schools are often classified as "registered" and of very low quality. Some private

schools are lucky enough to be assigned qualified teacher/civil servants to their staff. In many instances, isolated schools have a difficult time securing Government teachers. Even with incentive systems in place as specified in the regulations, there is insufficient motivation for qualified teachers to relocate.

Under decentralization, civil servants are likely be rehired as district level employees rather than national level employees. This transition provides an excellent opportunity to restructure three aspects of professional staff – de-politicize the civil servant system; improve the in-service and on-service professional development system; and create effective incentive systems. Now, teachers are classified in the same manner as other civil servants. The new education law can specify that teachers be treated as a different classification from other civil servants. The law may direct districts to create a civil servant system for educators that has a different with an improved salary scale; provide greater protection for non-permanent staff; establish performance standards related to professional conduct that treats educators more as professionals and less like government employees. This will have the affect of creating a more professional environment from the district to school level and at the same time set higher standards for performance among educators. The law may also establish ratios between full time and non-permanent staff to ensure that schools do not rely on preponderance of non-permanent staff to reduce costs.

Commensurate with changes in the classification system, the new law can provide detailed suggestions for how to set into place incentive systems for educators and require that each district develop an incentive plan. Monetary and non-monetary incentives would cover such topics as free transportation, overtime payment, awards, subsidized meals, professional memberships, and many other techniques that are part of a good incentive system. Such a system coupled with requiring higher performance stands provides a balance necessary to increase the quality of educational standards.

A mechanism for professional development needs to reflect a balance of responsibilities between national and district governments. If the carrot and stick approach to increased professional requirements and incentives is to be reliable, in-service and on-service programs need to be made available to all educators. This can be costly but necessary. The MGMP/KKKS mechanism offers an excellent existing structure to improve on-service training. The National Government may specify more clearly what the minimum expectations are for these programs. This would mean re-emphasizing professional development and reducing emphasis on management and administration. The current system of providing guru inti or master teachers on-call for use by MGMP is sporadic at best. The districts may wish to establish a cadre of primary and junior secondary teachers who can serve as part time and full time guru inti so they may be available on-call to MGMP as external trainers and advisors. Principals may have access to comparable non-governmental staff that are educational leaders and can provide input on such topics as new technologies and processes for school leadership, teacher process monitoring and evaluation, fund raising, community engagement, and many other relevant topics related to educational quality improvement.

The National Government may wish to relinquish control of the BPG training centers it now operates in each province and require that each province take over their operation. It may wish to continue operating PPPG centers but redefine their role in education. Districts would use these as centers for professional development for all educational staff from technicians and support staff to professional and managerial staff. National and district policies could establish the nature of the programs these centers are to provide and how they will be funded so that programs can be sustained. The IKIP/FKIP system also needs to be viewed as an important center for in-service development. These educational institutions have evolved over time as centers for practical research in education, experimental program design, and as centers for in-service training. Regulations and policies need to be established by national and district

governments on how these institutions can better serve education in a consistent, relevant and sustained manner.

Specific Recommendations

1. Redefine teachers as a different class of government employee whether as an employee of the district government or of the district school board. Redefine employment classifications, responsibilities and incentives so that educators are seen as professionals, have increased salary and benefits, have increased job requirements, and need to or are mandated not to hold second jobs other than as consultants.
2. Address issue of private school educators and non-permanent staff so that their roles are also elevated and responsibilities increased. Ensure that a ratio of non-permanent to permanent staff is established as part of school accreditation so that program quality is not diluted for the sake of saving on educational costs.
3. Build on existing professional development mechanisms – pre service, in service and on service – so that the emphasis is on educational quality while reducing emphasis on management and administration. Such organizations include IKIP/FKIP, PPPG, BPG, PGRI, MGMP, and KKKS. This should be part of an educator certification system including expanded pre service programs for school principals.

4.6 Community

The laws and regulations are very clear on the fact that communities should participate in the broadest possible manner in education. This creates an environment that offers any number of stakeholder groups an opportunity to become involved in all aspects of education. Since parent and community involvement is one of several important requisites to ensure quality education, new regulations should provide specific and concrete examples of how such involvement will have the greatest positive impact. The focus of this involvement is currently on the *Badan Pembantu Penyelenggaraan Pendidikan* or parent/school association (BP3) structure. As with many well-intentioned concepts, they become corrupted in actual implementation. BP3 is not an exception.

The role of BP3, in most cases, has become one of establishing fees that parents are to pay for their children to participate in schools. This is in itself a corruption of the intent since basic education is to be free. Out of necessity, BP3 has assumed this role to ensure that schools have some operating capital outside the normal financing patterns of the National Government. Also, with the school principal as its head, a situation is created where a government employee manages an essentially community structure. Such a management structure obviates effective participatory management since principals may enforce their will on the community.

The BP3 structure is supposed to represent the interests of parents in education as well as serve as a linking mechanism between the school and the community. There is little evidence that such a role is being actioned under the current system. Also, regulations imply that BP3 structures should exist at the sub-district and district levels, each level coordinating the actions of that level of the structure with the next higher level.

Given the problems faced by the current structure as well as the need to decentralize, improve financing and de-politicize the educational process, there is an opportunity to revamp the important activities associated with community involvement. It is now being contemplated that the new education law will create school boards at the district level. Also, beginning with the Coplaner project, sponsored by UNESCO in 1991, community structures were created at the sub-district level. REDIP has continued piloting the concept of the sub-district community structure called *Kecamatan SLTP Development Teams* (TPK) with considerable success. MOEC created 304 *Pusat Kegiatan Belajar Masyarakat* (PKBM) or community learning centers to incorporate a variety of services provided to communities in the evening on primary school campuses. Therefore, models exist that can link community structures at the school, sub-district and district levels. The question then becomes how their roles and responsibilities should be defined. At one end of the spectrum, these organizations may serve as advisory groups representing the interests of parents and community. At the other end they may be given management, oversight and enforcement responsibilities.

The new education law should not only address the roles and responsibilities of the district school board organizational structure but also consider roles and responsibilities of the sub-district and school level structures. Further, by considering how these levels link to each other a social system may be created that balances the political system, which establishes and maintains education. For example, at the district level, one radical decision might be to change employment regulations for educators so they become employees of the school boards rather than of district governments. The boards may also be mandated responsibility and accountability for managing district educational budgets. Sub-district community organizations will parallel other school-cluster organizations such as MGMP and KKKS. There are some activities such as fund raising and maintaining community learning organizations that are better served at the school cluster or sub-district level than at the school level, justifying the creation of sub-district community organizations. At the school level, BP3 should continue but reorient its role to focus on school-community-parent activities and less on funding issues. One major

change should be to restructure membership so that school principals may serve as advisors rather than organizational leaders in the BP3.

District-level regulations may expand on those set by the National Government so that they may exceed minimum requirements. Given the great variations in district and community profiles, such flexibility is needed in determining expanded roles of such organizations. In some wealthy communities the profile of roles and responsibilities of the district and sub-district community organizations might be quite different than poorer ones. Urban districts have needs that are quite different than rural and isolated districts. This means that district legislatures and executive bodies will need to use the National Government laws and regulations as minimum requirements and then expand and adapt them to district needs. Although Indonesia has a tradition of community decision-making, government generally dominates the process. Decentralization offers an opportunity to elevate the role of community to be equal and in some cases above those of government, and in the process create a greater balance between society and government in school governance and management.

Specific Recommendations

1. The new education law needs to create the district-level school board and determine to what level it will empower it to serve as a parallel structure to government's role in education.
2. Create sub-district community organizations similar to those developed under the COPLANER and REDIP projects to assist in advising, implementing and governing certain aspects of education.
3. Redefine and expand the definition of the role of BP3 expanding its function to one that can assist in providing in-kind funding; improve school-community relations; and provide other planning, implementing, and oversight function.

4.7 Educational Finance

Educational financing is probably the single most important issue that needs to be resolved in the shortest timeframe. Adequate funding needs to be ensured through to the school level so that planners, implementers and decision-makers may focus more on improving educational quality, relevancy and efficiency. Decentralization could have a positive impact on financing; however, decentralization does not guarantee increased financing as some have suggested. The formula for improved educational financing involves many levels and techniques. National provincial, district, sub-district and school political and social structures need to work across the system to maximize the financial and in-kind resources available. The laws and regulations to be set into place will either create an enabling or inhibiting environment for financing education.

The current system is now being replaced by new laws (22 and 25 of 1999) that show how funds will be allocated by the National Government to provincial and district governments. It is expected that the transition to the new revenue sharing structure will take as long as five years with many problems and challenges to the planned changes. The new laws do not explain how revenues are to be allocated across sectors at each level of government, and legislatures and executive branches of government will need to determine this. It is likely that revenues will be provided in the form of block grants to provinces and districts. Executive branches of these two levels of government in most provinces are now reviewing the needs of each sector to begin a determination of how to allocate anticipated revenues. Parliaments will also need to determine new sources through taxation to match revenues currently available through traditional sources.

Although sub-districts and schools cannot use a parliamentary authority to raise funds, they can implement fund raising techniques to augment revenues that may be provided from three levels of government (National, provincial and district). As mentioned, BP3 provides the main source of local funds and current practices seem to contravene current regulations pertaining to BP3. Also, community interest groups can influence executive and legislative authorities to provide more funds for education. Given the diversity of Indonesia, it is anticipated that the final outcome of revenue sharing will result in inequities of distribution so that the new decentralized system will have a great disparity among schools in terms of wealth and available resources. In this context, the new education law and subsequent regulations should attempt to provide the maximum amount of revenues through a variety of mechanisms, ensuring as much as possible equity of access to quality education in all schools.

At the national level, the Government will need to provide funding to poorer districts to increase equity of financing. It does this now by providing block grants and individual scholarships mainly financed through external loans. A more comprehensive system of "cross financing" needs to be considered whereby the National Government, through a formula mechanism will automatically distribute funding to poor districts and possibly sub-districts. The National Government may also wish to provide other creative financing techniques such as challenge grants, innovative grants, technology grants, and other mechanisms. These and other financing mechanisms should be delineated in the new law and regulations. Ensuring equity should be a main concern of MONE.

At the provincial level, the main role of government should parallel the National Government. Similar mechanisms tailored to the unique profiles of each province can be created, again to increase equity of educational opportunity within the province. This means that districts, sub-districts and even schools may apply for grants to the national and provincial governments to focus on specific needs. In addition, by providing accurate school data, districts and even sub-districts may receive targeted equity funding based on pre-determined cross-financing formulae.

Each district will serve as the governing authority under the decentralized system. Based on their understanding of national and provincial regulations, district systems will know their core

funding as well as the potential for grants for which they may apply. These funding sources augment revenues that districts should be able to access. It is district level governments that will need to address the issue of new revenues through forms of revenue generation such as taxation. It is the districts' success in revenue generation as well as their policies related to education compared to other sectors that will determine the major source of funding for education. Thus, social and educational organizations need to be clear on how they can lobby their district governments to ensure that they receive their share of district revenues.

During August 2000, some districts in Central Java began a process of information gathering from educational representative to determine the types of programs that needed to be financed. This has set the tone for educators to begin to make their needs known to district and provincial governments. Now and in the future stakeholders need to learn how to use their lobbying capabilities to represent the interests of education. It is recommended that a public awareness campaign be established to let people and organizations know how to actively represent their needs to district governments. In turn, district governments should establish clear financing regulations and publish them so that the communities they serve are aware of their benefits.

Future regulations should also delineate techniques that sub-districts and schools might implement to generate additional funding and in-kind donations. This is an untapped resource in many Indonesian communities, and governments can provide a service to make communities aware, through specific regulations, on how to raise revenues and in-kind donations.

Specific Recommendations

1. The new educational law should contain a detailed provision for cross financing so that equity of revenue sharing will be increased. This is to lessen the disparity between rich and poor districts across the nation. The provincial government's single most important role is to further ensure equity across districts and is to create additional regulations for revenue sharing. Both levels should use a mix of block grants, scholarships, and grant making mechanisms to districts, sub-districts and schools depending on the type of revenues required.
2. National and district regulations should establish formats and descriptions for school-based budgeting, accounting and resource allocation. A standardized and simplified system is necessary at the school level that is both transparent and comprehensive, bringing together the current and new sources of revenues with program needs and expressed as part of the school's annual plan.
3. District legislatures and executives need to review how to use new forms of revenue generation to co-mingle with revenue sharing that will be provided by national and provincial governments. Stakeholder groups need to be trained on how to advocate for educational financing at the district level, and regulations should specify the role of these organizations in their roles at the district, sub-district and school level.
4. Regulations should further delineate ways in which sub-district and school organizations can generate revenues and in-kind funding through contacts with the community, through securing grants, and by creating other fee-for-service generating activities that directly benefit education.

4.8 Other Topics

Nowhere is the uniformity of Indonesia's educational system more obvious than in its facilities. Borrowing terminology from educational architecture, school design uses the egg carton motif with rows of box-like classrooms and other rooms. Regulations are specific about this uniformity. If education is to become more flexible and adaptable to local needs, regulations need to allow for this to happen. Many varied and successful programs throughout the world provide examples. Thematic or magnet schools use existing facilities such as museums, factories, vacant buildings, and even no buildings at all (this concept is referred to as schools without walls) to deliver programs oriented to specific interests such as politics, art, music, sports, military, engineering, and many others.

At the same time many private schools in Indonesia are listed as "registered" connoting sub-standard facilities, staffing and other factors. These "below standards" facilities may lack laboratories, teachers' rooms, electricity, and even toilets. These facilities fall below acceptable standards for providing even basic educational programs and serve other needs instead of those of the children they are supposed to serve. They are little more than warehouses for children who do not qualify for enrollment in better schools and often families may have to pay more in fees than better schools require. Students are being discriminated against because of low EBTANAS scores.

New regulations about facilities need to take a different, two-pronged approach. Following the earlier argument that National Government is to set minimum standards while district governments are free to raise the standards bar, standards should provide for greater flexibility in school design so long as they meet minimum requirements. This would allow stakeholders to convert under-utilized facilities in their community to serve as schools; allow communities to work with business, industry and non-governmental organizations to use parts of these facilities as classrooms while putting children alongside real world experiences; and all schools to be adapted to local cultures reflecting the architecture of those cultures. The other prong of the approach is to set inviolate minimum standards to ensure that facilities provide for the basic needs of education. They may require that separate male and female toilet facilities with running water be available; that a room be provided for use as a library; and that other environmental conditions such as protection from the elements be provided. With such standards in place, educators and communities would be free to adapt existing and future facilities to local conditions. This could possibly serve to increase access, provide closer ties to the community and allow for creativity in design of educational environments to emerge.

The issue of research and development is peppered throughout the regulations. The approach is currently fragmented although at the national level the balitbang does provide a structure for collection and utilization of educational information. A quick examination of the 1984 and 2000 organization charts for MOEC/MONE shows the fragmentation with many departments maintaining an R&D function. In addition to this fragmentation, the flow of data is generally from the bottom. Various mandates require completion of numerous and differentiated forms. School personnel spend a great deal of their time in completing these forms and, in most cases, never see the results of their aggregation at different levels. In speaking with numerous personnel and consultants one becomes suspect of the accuracy of these data.

It was suggested earlier that a more uniform and comprehensive system be established for collection, storage and reporting of four kinds of data – student, professional staff, school, and curriculum. This is one type of R&D focus for measuring education indicators about relevancy and quality of input, process and output data. Another focus is to collect information about indicators that reflect access, equity, efficiency, and impact data. These two foci form the basis of a monitoring and evaluation system (M&E). A third focus relates to the mechanics of storage and retrieval of the data or the Educational Management Information System or EMIS. Over

the years the quality of Indonesia's national EMIS system has improved as reflected through the work of MONE's Biro Pusat Statistik (BPS) or Central Bureau of Statistics; however, there is little understanding of such systems as one descends the system down to the school level.

Given the decentralization movement, much more emphasis needs to be placed on creating and maintaining both M&E and EMIS systems at the district level. Regulations at the national level will serve to provide a uniform structure for the nation for both systems. Districts need to reinforce these regulations rather than create additional systems. The same procedures and the same types of data need to be collected uniformly across the nation. This allows for levels of aggregation so that the national health of education can be measured uniformly. Creativity may be encouraged in how to use the data. The M&E and EMIS systems need to provide results up, down and across the system so that educators can use the information to improve education at all levels. Therefore, it is recommended that the M&E and EMIS systems as they pertain to key indicators of educational input, processes, output and impact be developed at the national level. Regulations should provide greater detail than those currently provided on how the systems are to be structured, timetables for the collection and reporting of results, specify who is to receive results and determine the types of automation of the process required through to the district level so that all R&D departments are using the same automated equipment.

Closely associated to this but where creativity may be encouraged is the field of research. National and district systems should create an enabling environment for action research to take place and be reported with the widest circulation possible. A Grants System should be established where educators from schools, NGOs and other community organizations can apply for funding of specific research projects. This has been mentioned earlier. The role of the regulations may be to create centers where results of such research may be stored and reported to society. Such an approach would encourage educators to become researchers and such organizations as MGMP, KKKS, PGRI, tertiary institutions, and others could apply for funding of research that is directly relevant to the improvement of educational quality. There is no tradition of such activity at the local level of education and as such, new regulations would need to be accompanied by training programs for those at the lower levels of the system to meet the requirements of the M&E and EMIS systems as well as how to apply for grants, conduct research and report results.

An indicator of educational quality is contact time between teachers and students. Concerning the school calendar, the school year is divided into trimesters while the school week lasts six days. Many schools use double sessions to increase access and the school day is rather short as compared to other systems. The school calendar needs to be reviewed. The question needs to be asked as to whether students attend school a sufficient number of days per year. An increased number of calendar days can serve to achieve at least two outcomes. First, the opportunity exists for teachers to have more contact with students. Second, the length of the school year may include a number of set-aside days for teacher development activities when students are not in school. If teachers can be treated as professionals and if incentive packages can be created to discourage teachers and principals from needing second and third jobs, an enabling environment will be created to increase the length of the school year.

Second, it is recommended that the length of the classroom session (now mandated as 30 minutes for primary education and 40 minutes for junior secondary education) be increased so that teachers can be encouraged to cover subjects in more depth and to use more student-active learning techniques. This is further supported if the EBTANAS is devalued in its importance as a high stakes test. This would also have the effect of increasing the length of the school day, possibly to a minimum of six hours. By reducing the number of subjects and by implementing more styles of student-centered learning, both students and teachers would be motivated to fill the increased school day with relevant education. Concurrent with the increase of the school day would be the need to phase out double sessions. Given that primary school enrollments are

decreasing, and taking the suggestion to change regulations pertaining to facilities, more primary schools could be converted to junior secondary schools. This would take the strain from the need to use double sessions.

With some additional thought other topics should be addressed in the regulations. At this time, however, the array of topics is rather exhaustive and more time is needed to reflect upon the issues covered by this paper.

Specific Recommendations

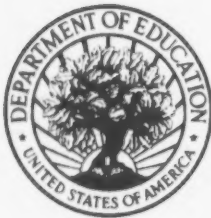
1. Review and redefine facilities regulations so they allow for more alternatives in the types of facilities that can be used in education. At the same time, establish minimum standards for educational facilities and do not allow educational programs to operate that fall below these standards, which is now the practice.
2. Create a standardized and uniform national M&E and EMIS system that all districts must support. Define clearly the specific input, process, output indicators that are to be measured, how and when the data is to be collected and to whom results will be disseminated. Schools should be required to report all such data to a single source rather than having to complete multiple and overlapping forms that are distributed to different agencies on different schedules. Ensure that results flow back to districts and schools in a timely fashion so that they may be used in planning and decision-making.
3. Develop a national and district-level Grant Making System to encourage stakeholder organizations to apply for grants, conduct action research, and report findings to a national level organization that will collate and disseminate critical findings and lessons learned.
4. Increase teacher/student contact time requirements by reviewing the length of the school calendar, length of the school day, length of classroom periods, and phase out of double sessions at school.

V. Final Remarks

There is no question that decentralization is real. In 2000, one new law pertaining to taxes, 17 PPs and four Keppres were issued that directly relate to decentralization. As mentioned, 12 of 35 kabupaten in Central Java have completed the transition to decentralized structures. Very shortly, the district parliamentary and executive processes will begin to make decisions about sector financing, resources allocation, and regulations that will affect how education is conducted on a district-by-district basis. It is certainly not too early for educators to consider how to redesign the sytemis they will develop to education children in their districts.

It is much easier to make recommendations than to design a plan for implementation. To understand each suggestion it is necessary to possess the requisite expertise. An educational facilities expert would be needed to assist in drafting language for suggestions made about facilities regulations. A learning specialist would need to be consulted if planners were to understand the implications of instituting regulations pertaining to authentic assessment, higher order learning, student-active learning or educational performance standards. Thus, these suggestions are easier said than done. Still, they reflect some of the issues that Indonesian educators have been addressing for years but with little success.

The current transition offers a "once-in-a-lifetime" opportunity to address the key needs of Indonesia's educational system. Educators working alongside parliamentarians, parents, civil servants, and community members have an opportunity to use decentralization to create district-level education systems that meet local needs. For the most part, they have a *tabula rasa* or blank tablet on which they may design appropriate regulations that provide the resources, support systems, professionalization, and financing that intertwine to create a system. Much can be learned from the past as was suggested here. Other educational systems in neighboring countries and around the world also offer good and bad examples of how to achieve quality, efficiency and relevancy in the delivery of education. By bringing together the best minds from the broadest elements of the district and at the national level as well as from outside of Indoensia, a two tiered system of a national/district regulatory process may be established that Indonesians may be proud of.



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